

ROYAL COMMISSION ON THE CIVIL SERVICE

APPENDIX I

TO

MINUTES OF EVIDENCE



FIRST SELECTION OF SUPPLEMENTARY STATEMENTS FROM WITNESSES

SUBMISSIONS FROM THE
CIVIL SERVICE NATIONAL WHITLEY COUNCIL
(STAFF SIDE)

ON

ARBITRATION MACHINERY FOR HIGHER GRADES
AND THE
TREASURY'S PROPOSALS FOR HOURS AND LEAVE



LONDON: HER MAJESTY'S STATIONERY OFFICE
1954

PRICE 1s 9d NET

TABLE OF CONTENTS

PART I

SUPPLEMENTARY STATEMENTS

	<i>Page</i>
(1) Senior posts outside the administrative class (<i>Treasury</i>)	3
(2) Hours and leave (<i>Treasury</i>)	5
(3) Outside pay comparisons (<i>Treasury</i>)	13
(4) Civil Service Arbitration Agreements: salary limits (<i>Treasury</i>)	23
(5) Resignations from the Civil Service, 1950-52 (<i>Treasury</i>)	27
(6) Access of professional staff to administrative posts (<i>Treasury</i>)	29
(7) Removals of established administrative staff on abolition of office or redundancy (<i>Treasury</i>)	32
(8) Analysis of promotions in certain main classes of the Civil Service, 1950-52 (<i>Treasury</i>)	33
(9) Proposed salary scales for the general executive class (<i>Society of Civil Servants</i>)	41
(10) Economist Intelligence Unit (<i>Society of Civil Servants</i>)	42
(11) Collective bargaining in the Post Office (<i>Post Office Engineering Union</i>)	42
(12) Technical qualifications for technical officers (<i>Post Office Engineering Union</i>)	43
(13) Kingston-upon-Hull Corporation telephone service (<i>Union of Post Office Workers</i>)	46
(14) Regulations governing the postal services (<i>Union of Post Office Workers</i>)	47
(15) Analysis of working time of postmen (<i>Union of Post Office Workers</i>) ...	48
(16) Duties of postal and telegraph officers (<i>Union of Post Office Workers</i>) ...	49

PART II

(17) Arbitration machinery for higher grades (<i>Staff Side of the Civil Service National Whitley Council</i>)	52
(18) Comments on Treasury proposals for hours and leave (<i>Staff side of the Civil Service National Whitley Council</i>)	55

PART I

SUPPLEMENTARY STATEMENTS

(1)

SENIOR POSTS OUTSIDE THE ADMINISTRATIVE CLASS

Note by the Treasury

(Question No. 43)

1. The Treasury undertook to put in a note showing which professional and scientific posts are remunerated at rates equal to, or higher than, the salaries of deputy secretaries (£3,250) and permanent secretaries (£4,500). This information is contained in the statement below.

2. It is not always beyond question that a particular post—for instance, that of director general of the Forestry Commission—can rightly be described as “professional” or “scientific”; but, for the sake of completeness, the statement includes all posts with salaries of £3,250 or more not likely, owing to their specialist character, to be filled by ordinary members of the administrative class.

3. The rates shown are those at present authorised for each post: in some cases they are subject to review on the next vacancy.

4. In some other cases, however, the present holder receives more than the normal salary of the post, having been specially recruited from outside the Service; and these cases are noted in the last column of the statement. The practice of paying higher salaries in such cases was referred to by the Gardiner Committee as follows:—

“Our attention was directed to the fact that top ranking posts in the Works Group are sometimes filled from the outside and that the individual concerned is usually paid a higher salary than would be warranted in the case of a man who has reached the top in the ordinary course of a career spent wholly or mainly in the Civil Service. It seems to us that such an arrangement, which is not infrequently found advisable elsewhere than in the Civil Service, may well be in the public interest and as such is not open to criticism. Nor can we regard as other than reasonable the practice of paying an eminent Professional man who is transplanted into the Civil Service late in life a salary higher than would be payable to a civil servant.”—

Gardiner Report, paragraph 29.

STATEMENT

Post	Department	Remarks
£2,750–£3,350 Parliamentary Counsel (4) ...	Parliamentary Counsel's Office	
£3,250 Director general	Forestry Commission	
Chief valuer	Inland Revenue	
Judge Advocate General	Judge Advocate General's Department	
Legal advisers (6)	Colonial Office and Commonwealth Relations Office	
	Ministry of Agriculture and Fisheries	
	Ministry of Health	
	Ministry of Education	
	Foreign Office	
	Home Office	
Solicitors (6)	Customs and Excise	
	Inland Revenue	
	Ministry of Labour and National Service	
	Ministry of Pensions and National Insurance	
	Post Office	
	Board of Trade	

Post	Department	Remarks
Chief Registrar of Friendly Societies	Registry of Friendly Societies	
Director general of works ...	Air Ministry	
Civil engineer in chief ...	Admiralty	
Director of electrical engineering	Admiralty	The present holder, recruited from outside, receives £4,750
Director general National Physical Laboratory	Department of Scientific and Industrial Research	
Deputy secretaries (2) ...	Department of Scientific and Industrial Research	
Chief scientific adviser and director general of the National Agricultural Advisory Service	Ministry of Agriculture and Fisheries	
Chief scientist	Ministry of Fuel and Power	
Deputy controller (research and development)	Admiralty	
Director, Royal Aeronautical Establishment	Ministry of Supply	
Assistant controller (engineering)	Atomic Energy Department	
Atomic energy (production)		
Legal secretary and parliamentary draftsmen	Lord Advocate's Department	
£3,500		
Director, naval construction	Admiralty	
Engineer in chief	Post Office	
Director general of works ...	Ministry of Works	
Director general of Ordnance Factories	Ministry of Supply	The present holder, recruited from outside, receives £4,750
Secretary	Medical Research Council	The present holder, recruited from outside, receives £4,000
Secretary	Agricultural Research Council	
Deputy scientific adviser ...	Ministry of Defence	
£3,750		
Controller (atomic weapons)	Ministry of Supply	
Chief scientist	Ministry of Supply	
£4,000		
Government Actuary	Government Actuary's Department	
Chief medical officer	Ministry of Health	
Director of Public Prosecutions	Department of Director of Public Prosecutions	
Chairman	University Grants Committee	
Public Trustee	Office of Public Trustee	
Second parliamentary counsel	Parliamentary Counsel's Office	
£4,500		
Clerk to the Crown and permanent secretary to Lord Chancellor	Lord Chancellor's Office	
First parliamentary counsel	Parliamentary Counsel's Office	
Treasury solicitor	Treasury Solicitor's Department	
Secretary	Department of Scientific and Industrial Research	
Deputy controller atomic energy (production)	Atomic Energy Department	

Post	Department	Remarks
Director, atomic energy research establishment	Atomic Energy Department	The present holder also serves under the Ministry of Defence as Chairman of the Defence Research Policy Committee
Director, atomic weapons research establishment	Atomic Energy Department	

(2)

HOURS AND LEAVE

Note by the Treasury

(Question No. 153)

1. The Royal Commission has asked for a detailed note on the proposals outlined by Treasury witnesses in answer to question 153. This note is submitted accordingly.

FACTS

2. Chapter 7 of the Treasury Introductory Memorandum sets out the history and present position on these topics.

3. This paper is confined to grades conditioned to 42 or 44 hours gross per week. It does not deal with 48 hour grades (e.g. messengers), or the technical grades conditioned to 44 hours net, or the Post Office manipulative and engineering grades. It does not deal specifically with members of "42/44 hour grades" in industrial establishments, who at present work a 5 day week instead of a 5½ day week: if modifications are introduced for "5½ day" staffs, their application to "5 day" staffs can be worked out consequentially.

THE PLEDGE ON PRE-WAR HOURS AND LEAVE

4. Before the war working hours (including meal intervals) were, in the typical case,* 38½ a week in London and 44 a week in the provinces.† At present most civil servants work the standard 45½ hour week. Pre-war leave allowances have been restored, except for those who before the war were eligible for 48 days; this allowance is now restricted to 36.

5. The war-time undertaking to restore pre-war hours and leave has therefore been fulfilled only in part. But as regards hours the position is complicated by the fact that since 1939 the *conditioned* hours of large numbers of staff have been reduced, in London, from 44 hours to 42 hours gross. Strict interpretation of the pledge to restore pre-war *working* hours would therefore in their case mean a reduction from 45½ to 44 hours, not to 38½ hours. These cases are referred to in Appendix A.

6. The Treasury are far from suggesting that the existence of the pledge should be disregarded. But the Staff Side have already shown by their attitude in the 1949 negotiations that they would not wish necessarily to press for the letter of the undertaking, if reasonable alternative arrangements could be evolved. A general review of the main conditions of civil service employment, such as the Royal Commission is undertaking, seems to the Treasury to be the best

* The detailed position was very complicated. It is set out in Appendix A.

† In this paper the term "the provinces" is used for convenience to mean the whole country outside London: that is, it includes the areas classified as "intermediate" as well as those classified as "provincial" in the civil service provincial differentiation system.

possible occasion for considering a new settlement. Hours and leave ought to be looked at in the light of proposals for pay, since pay is related to work and the amount of work received from a civil servant is in turn related to the amount of time he is called upon to give after taking account of time spent on leave. The Treasury hope, therefore, that the Royal Commission will feel able to give their views on what might constitute in present circumstances a reasonable code of conditions as respects pay, hours and leave as a whole. The views of the Royal Commission on these related questions would be of the utmost value in any resumed discussion with the Staff Side about the war-time undertakings.

RECOMMENDATIONS ABOUT HOURS AND LEAVE

7. In their previous evidence to the Commission the Treasury have mentioned the respects in which they think that conditions of service regarding hours and leave might be changed. Briefly they are as follows:—

- (1) A working week of 38½ hours in London (including ½ hour or an hour for lunch) would, for any type of staff, be too short.
- (2) It is wrong that civil servants should (as at present) normally work more than their conditioned hours.
- (3) It is wrong that the conditioned hours of civil servants on similar work in the same area should differ by reason only of differences in their established status or the status of the office in which they work.
- (4) The practice in the Civil Service of working every Saturday is out of line with much current outside practice.
- (5) The annual leave allowances should be reviewed.
- (6) A simple formula should be adopted to govern the annual leave allowances of the various grades.

8. In the light of all these considerations the Treasury submit the following outline of arrangements which, in their view, would represent a fair set of conditions. It will be seen that some would be more favourable than at present, and others less so. Clearly the proposed new conditions can only be judged as a whole: and a false impression would be gained if attention were to be concentrated either on those respects in which these proposals are less favourable, or on those on which they are more favourable than those at present obtaining. This outline is, of course, expressed in general terms and does not purport to cater for some special cases which may call for some variation:—

- (a) Conditioned hours and normal working hours should be the same—that is, all staff should work their full conditioned hours, and working more than conditioned hours should, as before the war, be exceptional.
- (b) Conditioned hours should be 84 a fortnight in London and 88 a fortnight in the provinces, for all grades of staff covered by the paper, established or temporary, and all classes of office, headquarters or outstation.
- (c) These hours should be inclusive of all meal intervals, which should not exceed 70 minutes per day in London and 60 minutes in the provinces (with no meal intervals on Saturday).
- (d) These hours should wherever possible be worked in a 10½ day fortnight (allowing alternate Saturdays off).
- (e) Leave should be related to a combination of salary scale and length of service and the following should be the allowances:—

(i) Staff on scales with a maxima up to and including that of clerical officer.	12 days rising to 18 days after 10 years' total service.
(ii) Staff on scales with maxima above clerical officer up to and including that of senior executive officer.	18 days rising to 24 days after 10 years' total service.
(iii) Staff on scales with maxima above S.E.O. up to and including that of assistant secretary.	24 days rising to 30 days after 10 years' total service.
(iv) Staff above assistant secretary and equivalent level.	30 days.

- (f) In any continuous period of leave which includes two Saturdays, one Saturday would reckon as half a day's leave and the other would not reckon at all, e.g. a fortnight's leave would count as $10\frac{1}{2}$ days; any Saturday taken as leave outside such a period would reckon as half a day, but there should be a limit on the number of half days (Saturday, or half any other week day) any officer is allowed to take in a year.

HOURS

9. In the Treasury's opinion the working week of $38\frac{1}{2}$ hours (including meal intervals) which applied before the war to the majority of staff in London was too short then and would be too short now by comparison with conditions in comparable employments outside the Civil Service, particularly when account is taken of the leave which civil servants have. The hours proposed both in London and in the provinces are thought to be reasonable by comparison with comparable staff outside. (The difference between London and provincial hours is justified by reference to the greater travelling difficulties in London. Longer hours are, the Treasury believe, commonly found in outside employment in the provinces.)

10. The proposals above represent net working hours (i.e. exclusive of meal intervals) of 72.3 per fortnight in London and 78.0 per fortnight in the provinces. The corresponding figures before the war were 69.5 in London (for the 42 hour classes) and 80.5 for the 44 hour classes both in London and in the provinces. The Treasury have no comprehensive up-to-date information about office staff in outside employment. But in 1951 the Institute of Personnel Management conducted a survey of different organisations throughout the country. This showed average figures of 76 net working hours per fortnight in central London and 80.6 in suburban and provincial areas. At about the same date, the Treasury had themselves been seeking similar information by direct enquiry, but from a different selection of employers. The results differed from those obtained by the I.P.M., in that they showed in general longer hours in London (average 77.5) and shorter hours in the provinces (average 78.5) than the I.P.M. figures. They also showed that some important employers made no distinction between their London and provincial staff in the matter of working hours. Taking the two enquiries together, average net working hours in London worked out at 76.9 per fortnight, and elsewhere at 79.4 per fortnight. Neither enquiry set out to ascertain over a wide field the hours worked in concerns situated only in the provinces.

11. The proposals therefore appear to be slightly on the generous side by reference to outside practice: and in so far as that may be held to be a relevant consideration it suggests that the moderate increase over pre-war net working hours for the 42 hour classes in London which these proposals represent is fully justified. It is also to be remembered that for those staffs whose conditioned hours in London were 44 hours before the war the proposals represent not an increase but a reduction as compared with pre-war. (The figuring used in these paragraphs is summarised at Appendix B.)

12. But though the proposals represent a slight increase in some cases and a slight decrease in others as compared with *pre-war* net working hours, they represent a marked reduction both in London and in the provinces in *present* net working hours. These are at present, broadly speaking, 83.5 per fortnight both in London and in the provinces, of which 7 hours per fortnight in London and 3 hours per fortnight in the provinces attract extra pay for grades entitled to ordinary overtime pay. The question arises whether a reduction in actual working hours of 11.2 hours per fortnight in London and 5.5 hours in the provinces can be carried out without substantial increases in staff.

13. There is no doubt that in some cases extra staff would be required, but there are two points which bear on this question:—

- (i) Clearly much depends on how far leave allowances are reduced, since a reduction in actual working hours could be largely offset by an increased number of days' attendance.

- (ii) The reduction in actual net working hours is to some extent more apparent than real. In the paragraphs above the *present* hours are calculated on the basis of a meal interval of 45 minutes on each of 5 days: the *proposed* hours on the basis of 70 minutes in London and 60 minutes in the provinces. This difference accounts for over 4 hours of the proposed reduction in London and about 2½ hours of the proposed reduction in the provinces. At present, in theory, 45 minutes is the limit for lunch, with departmental discretion to allow up to an hour in exceptional cases: in practice an hour is probably more commonly allowed than 45 minutes, at any rate in London. Tea breaks of 10 to 15 minutes are commonly allowed: and although the time should be made up, it is perhaps doubtful whether full value is always obtained for the extra time. The proposed total meal allowance of 70 minutes a day in London and 60 minutes elsewhere is therefore rather a realistic recognition of what already happens than a suggested concession involving real loss of working time.

LEAVE

14. The criticism is frequently heard that civil service leave is too generous in comparison with the outside world. It is not easy to make a true comparison; certain grades have clear equivalents in commerce, but others have no real counterparts, and for others again the better comparison is perhaps with the professional world.

15. The clearest analogy is in the clerical field where the civil servant has 4 weeks' annual leave against the private employee's usual 2 weeks. On the other hand, the private employee may have Saturdays off, or some Saturdays off, as well as other odd days in addition to the annual long leave. (These other odd days are at any rate in part counterbalanced by civil service "privilege" holidays and special leave with pay—see paragraph 18 below.) Precise analogues for the executive class are not easy to find; but outside practice for this type of staff probably does not allow more than three weeks' leave. The professional classes have equivalents in professional firms outside who (as the Gardiner Committee pointed out in paragraph 14 of their Report) allow a good deal less leave than the Civil Service. For the administrative class, on the other hand, there is a comparison with the university and teaching world and with the professions and with the higher ranks of commerce, amongst whom the annual holidays vary enormously.

16. Notwithstanding the difficulties of making accurate comparisons between the Civil Service and the outside world, it is arguable that certain grades of the Civil Service have excessive leave allowances by any reasonable standard. Junior executives appear in particular to be over generously treated, with 36 days' leave for a new entrant of 18.

17. Criticism is sometimes made also of the 48 days granted before the war, for example, to administrative officers after 10 years' service and to executive officers above the basic grade after 15 years' service. In some instances, e.g. the higher executive officer grade, this leave is probably excessive by any outside standards or by reference to need. In others, e.g. busy administrative officers in senior posts, it is doubtful whether the full allowance of 48 days ever was taken, or could be taken now. (As previously stated, this 48 day allowance has since the war been restricted to 36 days.)

18. In making a comparison with outside practice the following minor points should be noted:—

- (i) Civil servants are normally allowed three "privilege" days leave a year in addition to the six Bank Holidays: this is better than normal outside practice.
- (ii) Special leave with pay, additional to annual leave allowances, is granted for marriage, urgent domestic affairs (including bereavements), Whitley Council or staff association business, and (with certain limitations) training as a voluntary member of Reserve and Auxiliary Forces. This is in accordance with the practice of many good employers.

- (iii) Paid sick leave (including maternity leave) compares well with the best outside practice, and is more generous than some good employers allow.

19. The conclusion seems inescapable that civil service annual leave allowances as a whole are more generous than in outside practice. This is not necessarily the conclusive consideration, but is clearly a relevant factor in considering what is a reasonable comprehensive settlement of the problem of pay, hours and leave.

20. The other main difference between the Civil Service and outside employment is in the distribution of leave. The civil servant works on Saturday mornings and if he takes Saturday off a full day is charged against his annual leave allowance: this is a considerable deterrent to taking casual leave on Saturday, and a civil servant generally uses as much of his annual leave as he can in long spells.

21. A reform of civil service leave arrangements might therefore have two main features:

- (i) a redistribution of leave to allow a number of Saturdays off;
- (ii) a reduction in the allowances of annual leave to be taken at other times.

22. But the opportunity should also be taken to simplify the system of fixing leave allowances for the different grades. At present each of many hundreds of grades has its allowance fixed separately. The criterion is partly salary level, partly the length of service of members of the grade and partly the nature of the work and the "prestige" of the grade. The result is confused and often anomalous. The proposals in paragraph 8 represent a complete change of system. A simple formula is proposed which combines the salary level of the grade and the length of service of the individual. The Treasury contend that, whatever may be the detailed provisions, a change of system such as this would be a most desirable reform.

23. The allowances for the main office grades are at present as follows:—

Administrative grades...	36 days rising to 48 after 10 years (now restricted to 36).
Executive grades ...	36 days rising (above the basic grade) to 48 after 15 years (now restricted to 36).
Clerical officers ...	24 days.
Typists and sub-clerical grades.	18 days rising to 24 after 5 years.

The allowances proposed in paragraph 8 appear to impose a very drastic reduction. But the reduction is less drastic than may appear at first sight. For instance, the clerical officer with ten years' service would get 18 days against the present 24. But that is not really a reduction of 25 per cent. At present 24 days represent 4 weeks: under the proposals, a fortnight's holiday would cost 10½ days instead of 12. Thus this man would be only three days short of the 4 weeks which he had before: he would also have, say, 24 Saturdays off in the year outside his annual leave (though this new privilege, while increasing the number of *days* away from work, would not reduce his total of *working* hours): and he could use some of his odd days of leave for Saturdays at a cost of half a day instead of a whole day.

24. The true comparison between what is now proposed and what the staff were conditioned to before the war can only be seen by taking the proposals regarding hours and leave together and showing what they represent in terms

of actual net working hours per year. This comparison is made in the table at Appendix C. It will be seen that for large numbers of staff the present Treasury proposals actually represent decreases as compared with pre-war, or very trifling increases. Though the Treasury have no accurate data about net working hours a year in outside employment, it seems probable, from such information as they have, that these proposals represent fair treatment as compared with general outside practice.

25. Two caveats must be made about the proposals :

- (i) The redistribution of hours in a 10½ day fortnight may not be practicable in certain types of office, particularly small local offices whose contacts with the public often make Saturday morning their busiest time. Special arrangements may be necessary in such cases.
- (ii) They should probably—particularly the reduction in working hours—be introduced gradually to prevent dislocation.

26. Finally the Treasury should make it plain that they could not contemplate any further extension of Saturday leave. As pointed out in the preceding paragraph, even the alternate Saturday proposal will be impracticable in certain offices. A general Saturday closing would be quite inconsistent with the Service's obligations to the public. Public business must continue to be dealt with on Saturday in all offices and it is of particular importance that it should be so dealt with in those offices where the public attend in person.

27. These proposals are less favourable than those made in the 1949 offer. (An itemised comparison is at Appendix D.) That offer was an attempt to secure a settlement, taking account of the war-time pledge: it was not part of a comprehensive review of civil service remuneration and other main conditions of service. Moreover, a feature of the offer was that actual working hours were to remain for the time being at their existing high level. The present proposals are intended to represent a reasonable and permanent set of conditions, bearing in mind that pay is being reviewed at the same time. If these proposals were to be endorsed by the Commission, they would, of course, be put forward for discussion with the Staff Side who will remain entitled in any such talks to point to the existence of the war-time undertakings.

28. In their evidence about the principles which should govern civil service remuneration the Treasury proposed that the primary factor should be a comparison with current rates of pay in comparable outside employment, due account being taken of other conditions of service: of these the most important are:—

Hours.

Leave.

Entitlement to overtime pay.

Superannuation.

It is not necessary that hours, leave and overtime should—any more than the superannuation system—be precisely aligned to outside practice, but it would be both inconvenient and unreasonable that there should be any very glaring disparity of standards. For rates of remuneration are bound to have regard to the total effective attendance which they are intended to remunerate. And if the Treasury are right in suggesting a comparison with outside rates of pay, due account being taken of other conditions of service, then that comparison would be unnecessarily hampered if in those other respects the Civil Service were to differ very markedly from the generality of outside employment.

29. The Treasury submit that proposals regarding hours and annual leave might be framed with this in mind. If the Civil Service retains to any very marked degree privileges in those respects which are not enjoyed by the general community, it is not to be expected that the Service will succeed in obtaining rates of pay as high as those enjoyed outside for comparable work.

APPENDIX A

PRE-WAR CONDITIONED HOURS

N.B. A conditioned week of 42 hours gross means, in terms of attendance, a 7 hour day for $5\frac{1}{2}$ days, i.e. a normal attendance before the war of $38\frac{1}{2}$ hours including meal intervals.

A conditioned week of 44 hours gross means, in terms of attendance, an 8 hour day for $5\frac{1}{2}$ days, i.e. a normal attendance before the war of 44 hours including meal intervals.

I. ESTABLISHED STAFF

(A) PROVINCES. All members of all classes within the scope of this paper were before the war, and are to-day, conditioned to a 44 hour gross week, with the exception of staff in certain headquarter offices in Edinburgh and Cardiff, who were (and are) treated as if they were stationed in London.

(B) LONDON. (This term includes, as above explained, certain headquarter offices in Edinburgh and Cardiff.) Before the war some staff were conditioned to a 42 hour gross week and some to a 44 hour gross week. Since the war a number of grades previously conditioned to 44 hours have become conditioned to 42 hours. The details shown below indicate the general position: but there were a number of minor variations in particular Departments.

Pre-war Conditioned Hours

42 hours

- (i) "Reorganization" classes—i.e. the general service administrative, executive, clerical, clerical assistant, shorthand typist and typist classes. No change.

- (ii) Certain departmental grades as follows:— No change.

(a) in the tax inspectorate, the tax collection service, the Estate Duty Office and the Valuation Office of the Inland Revenue Department;

(b) in the indoor service of the Customs and Excise Department;

(c) certain controlling grades in the Post Office.

- (iii) Scientific classes (generally) No change of substance.

- (iv) Works group classes (generally) No change of substance.

44 hours

Departmental clerical classes and other departmental classes analogous to general service classes, except those mentioned at (ii) above.

- (i) The gross conditioned hours of the following departmental classes have been reduced to 42:—

Ministry of Labour factory inspectorate;

Ministry of Labour special departmental class;

Board of Trade insolvency service;

Board of Trade Patent Office drawing clerks.

- (ii) The following departmental classes have been assimilated into general classes, gross conditioned hours being consequently reduced from 44 to 42:—

Admiralty clerks;

War Office clerks;

Air Ministry clerks;

National Assistance Board officers and clerks;

Ministry of Transport marine survey clerks.

In addition there are a number of grades which before the war were not in the "42/44 hours" category but which now are. For instance, before the war, both in London and in the provinces, Ministry of Transport driving and traffic examiners were conditioned to 48 hours gross per week, and Ministry of Works depot clerks to 48 hours net per week: in both cases conditioned hours are now 42 per week gross in London and 44 per week gross in the provinces.

Another special case is that of Customs preventive and assistant preventive officers, whose conditioned hours before the war were 48 per week gross, and are now 88 per fortnight gross, both in London and in the provinces.

II. UNESTABLISHED STAFF

All members of all classes within the scope of this paper are conditioned to a 44 hour gross week, both in London and in the provinces, except that unestablished members of the administrative, scientific officer and works group classes are conditioned to the same hours as their established counterparts in the offices in which they are serving.

Thus the general picture is that up to the executive class level unestablished staff are all conditioned to 44 hours: above that level to 42 hours in London and 44 in the provinces.

This shows no change since before the war, though it should be noted that before the war temporary clerical and typing staff in "42 hour" offices were, though conditioned to 44 hours, normally required to attend for 42 hours only, with a corresponding reduction in pay (n.b. not 38½ hours, like their established counterparts).

APPENDIX B NET WORKING HOURS PER FORTNIGHT CIVIL SERVICE

	Pre-war (normal, i.e. no overtime)	Present (45½ hour week)	Proposed (normal, i.e. no overtime)
London (42 hour classes)	69·5	83·5	72·3
Elsewhere (44 hour classes)	80·5	83·5	78·0

AVERAGE OUTSIDE PRACTICE

	1951 Surveys		
	I.P.M.	Treasury	Average
Central London	76·0	77·5	76·9
Elsewhere	80·6	78·5	79·4

APPENDIX C NET WORKING HOURS PER YEAR SPECIMEN GRADES

	Pre-war	1949 offer	Present proposals
Temporary clerk:			
London	1,920	1,685 (- 235)	1,745 (- 175)
Provinces	1,920	1,840 (- 80)	1,885 (- 35)
Clerical officer, less than 10 years' service:			
London	1,620	1,660 (+ 40)	1,745 (+ 125)
Provinces	1,875	1,815 (- 60)	1,885 (+ 10)
Clerical officer, more than 10 years' service:			
London	1,620	1,660 (+ 40)	1,705 (+ 85)
Provinces	1,875	1,815 (- 60)	1,840 (- 35)
Higher executive officer:			
London	1,480	1,540 (+ 60)	1,660 (+ 180)
Provinces	1,715	1,680 (- 35)	1,795 (+ 80)
Assistant principal:			
London	1,550	1,600 (+ 50)	1,705 (+ 155)
Assistant secretary:			
London	1,480	1,540 (+ 60)	1,620 (+ 140)
Deputy secretary:			
London	1,480	1,540 (+ 60)	1,620 (+ 140)

NOTES:

- Figures in brackets show increase or decrease compared with pre-war (hours per year).
- Though figures have been inserted for them, the conception of "net working hours per year" is of little significance at the levels of assistant secretary and above.
- The figures assume meal breaks as follows:—

Pre-war	...	...	45 minutes on five days a week.
1949 offer	...	...	70 minutes on five days a week in London and 60 minutes elsewhere.
Present proposals	...	...
- The figures are related to conditioned hours and leave. They therefore make no allowance, on the one hand, for overtime or extra duty, nor, on the other hand, for sick absences or special leave.

APPENDIX D HOURS AND LEAVE

COMPARISON BETWEEN PRESENT PROPOSALS AND 1949 OFFER

<i>Present proposals</i>			<i>1949 offer</i>
Working hours to equal conditioned hours	...	...	Working hours to remain at 91 per fortnight
10½ day fortnight, alternate Saturdays off	...	...	Same
84 (conditioned) hours per fortnight (London)	...	...	83
88 (conditioned) hours per fortnight (elsewhere)	...	...	Same
Meal intervals 70 minutes London	...	...	Same
60 minutes elsewhere	...	...	Same
New uniform formula for fixing annual leave allowances	...	...	No
Examples of leave allowances:			
Clerk—12 days to 18 days	...	...	21 days
Temporary clerk—12 days to 18 days	...	...	12 days to 18 days
Junior executive—18 days to 24 days	...	...	24 days to 30 days
Higher executive—24 days	...	...	30 days
Assistant principal—18 days	...	...	24 days to 30 days
Assistant secretary—30 days	...	...	40 days
Deputy secretary—30 days	...	...	40 days
			[no one under age 25 to get more than 24 days]

(3)

OUTSIDE PAY COMPARISONS

Note by the Treasury

(Question No. 216)

1. This note is submitted in response to the Royal Commission's request for information about the Treasury's methods of collecting data about salaries and wages in outside employment for the purpose of making comparisons with pay in the Civil Service.

2. A certain amount of information is always available without special enquiry of employers—viz. the rates of pay resulting from arbitration awards and negotiated settlements, reported to the Ministry of Labour and National Service. These are recorded by the statistical branch of that Ministry. This information provides a useful general picture, and is particularly relevant as indicating, for instance, the minimum rates payable for the simpler ranges of clerical work. On the other hand, it does not by itself indicate what is paid for work comparable with, e.g., that of the different grades of the executive class.

3. The supplementary information which the Treasury seek directly from employers necessarily varies from case to case. Normally, though not invariably, the occasion for such supplementary enquiries, particularly for enquiries of a specially detailed kind, is provided by a specific pay claim. Much depends on

the nature of the claim made to the Treasury and the figures and arguments by which it is supported. As the Royal Commission are aware, the Treasury consider that the most important factor is the level of pay currently given in outside employment for comparable work. But if an association supports its claim by an argument from past trends in outside rates, the Treasury may take steps to check the facts relied on, whether or not they consider that the argument is relevant or appropriate. Again, if the salaries in question were fairly recently reviewed comprehensively on a full comparison with outside rates, it is sometimes thought sufficient merely to ascertain whether there is evidence of any general movement since that date in outside rates for comparable employment, without conducting a fresh comprehensive review.

4. The most helpful way of providing the Royal Commission with the information they require will perhaps be to describe in some detail enquiries made by the Treasury in particular cases during the last year or two. The cases have been selected so as to include several types of enquiry and several degrees of comprehensiveness. The appraisal of the information received in response to these enquiries is of course another matter. An attempt to describe this process in full would necessarily involve an inordinate amount of detail and this note does not attempt it.

WOMEN CLEANERS

5. This is a comparatively simple case, because there is no doubt or difficulty about finding comparable outside work. Moreover, in 1949 the Civil Service Arbitration Tribunal awarded to women cleaners precisely the same rate as was paid by local authorities, and it has therefore been assumed since then that, in the absence of any change in relative circumstances, the local authority rates should be the main guide. But, in addition to ascertaining the local authority rate from time to time, the Treasury also, by way of cross check, ascertain current rates under other employers, as follows:—

British Railways.

Co-operative Union National Wages Board (retail co-op. societies).

Co-operative Wholesale Society.

Eastern Gas Board.

Licensed Residential Establishments and Licensed Restaurant Wages Board (Great Britain).

London Transport Executive.

National Health Services (Great Britain) Ancillary Staffs Whitley Council.

North Thames Gas Board.

Retail Bookselling and Stationery Trades Wages Council (Great Britain).

Retail Drapery, Outfitting and Footwear Trades Wages Council (Great Britain).

Retail Food Trades Wages Council (England and Wales).

Retail Furnishing and Allied Trades Wages Council (Great Britain).

In this way the Treasury seek to satisfy themselves from time to time that the rates paid to women cleaners in Government service fairly reflect current rates in outside employment as a whole.

CLERICAL, TYPING AND EXECUTIVE GRADES

6. At the beginning of 1953, it was known that the various staff associations representing these grades would shortly put in claims for increases based on movements in wage rates in outside employment generally during the calendar year 1952—that is, since the date on which civil service pay was increased by the grant of pay addition.

7. The Treasury thereupon wrote to a number of outside employers asking them about the pay of broadly similar staff—i.e. clerical, typing and executive staff at salaries up to about £1,500 a year. They were asked what were the

actual rates of pay, of other emoluments and of pension deductions, a year previously and currently (if different); at what date any increases had been introduced; and also whether they expected to be giving any increases in the near future.

8. There were, in addition, before the Treasury the current rates of pay for clerical work in the following employments, fixed either by an arbitration award or by a wages council:—

British Electricity Authority (Industrial Court Award 2414).

British Railways (Railway Staff National Tribunal Award).

Metropolitan Water Board (Industrial Disputes Tribunal Award 190).

Milk Distributive Wages Council (England and Wales).

National Joint Council for Civil Air Transport (Industrial Court Award 2374).

National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services (I.D.T. Award 195).

Retail Food Trades Wages Council (England and Wales).

9. While negotiations about the pay of clerical officers were still in progress, similar information, but about clerical salaries only, was sought from a further list of employers and bodies.

10. Meanwhile, the claim on behalf of the executive class had been submitted to the Treasury, and a preliminary discussion had taken place with the Society of Civil Servants. This claim, when received, turned out to be of a different character from the claim on behalf of clerical officers: that is, it was not founded merely on movements since the grant of pay addition in January, 1952, but asked for a more fundamental revaluation. This was founded largely on internal relativities with the clerical class, but also on movements in comparable employment outside since 1939. The information sought through the enquiries mentioned above related to current rates as compared with rates a year earlier, but did not throw light on the Society's arguments about movements since 1939. Accordingly the Treasury wrote to a number of employers, many of them included in the list which had been approached earlier, asking for information on this point. It was explained that in the Civil Service the executive grades rank immediately above clerical grades, and their pre-war and current salaries were quoted. The question asked was, what had been the degree of movement between 1939 and 1953 in clerical, book-keeping, sales, purchasing, secretarial, executive, etc. salaries in the same ranges. Employers were asked to relate the information to posts rather than individuals, and also to indicate if there had been any significant differences in the percentage of staff employed at particular salary levels. They were also asked whether the pay of clerical, executive, etc., staffs had risen since 1939 by less than pay for technical, engineering and other professional staffs.

11. It will be seen that these enquiries were occasioned by the Society's arguments about movements since 1939. The Treasury still, however, had no more than a very broad indication of current salary levels in outside employment for work closely comparable with that of the different grades of the executive class. They therefore thought it necessary to make yet further enquiries, designed to elicit this—in their view more relevant—information. For this purpose, a selection was made of the employers who seemed most likely, in the light of past experience, to be able and willing to produce relevant information. The current pay of the grades of executive officer, higher executive officer and senior executive officer were quoted. It was stated that the duties of the executive officer grade could be roughly described as the supervision of clerks and individual case work requiring judgment and initiative, covering grades E and F in the grading system used by the Office Management Association. But, in order to provide employers with a more adequate guide, descriptions of particular duties performed by officers in each of the three grades were given by way of illustration. These examples were prepared, in consultation with Departments, as representing a fair picture of typical cases, and were expressed in some detail. They are reproduced in full in the Appendix. Employers were asked to say what sort of salary range they were now paying, or would pay, for work of these types or of broadly equivalent responsibility.

ADMINISTRATIVE PRINCIPALS

12. The First Division Association had at about the same time submitted a claim for substantial increases for the whole of the administrative class, based on a statistical exercise from which they inferred that, in the community as a whole, persons who before the war received salaries similar to those for the various grades in the administrative class were now receiving salaries of the order claimed. After negotiation, they had intimated that they wished to take the claim to arbitration in respect of the principal grade (but not the assistant principal grade).

13. The Treasury took the view that the main factor in determining the size of the increase which should be granted to the principal grade was the new scales of pay for the executive class, fixed as a result of the recent arbitration, and that there was no case for giving to administrative principals so large a lead over the executive scales as was claimed by the Association. In other words, they thought that on this occasion internal relativities provided an overwhelming argument against the claim as submitted. But positive support for the Treasury's view about the appropriate pay for the principal grade was also made available by certain enquiries about outside rates.

14. For the purpose of these enquiries, the Treasury concentrated on the case of the administrative principal who entered the administrative class as an assistant principal through open competition. Such a man is virtually assured of promotion to principal at the age of 30, and therefore reaches the maximum of the principal scale at the age of 40 unless he is promoted sooner. A number of employers who, it was thought, recruited university graduates with first and good second class honours degrees for work of a non-specialist managerial kind, were asked what would be the normal salary expectancy in their organisation for such an honours graduate employed on work of a managerial type in his thirties and very early forties. They were also asked for an indication of the ages at which particular levels of salary were normally reached.

15. Information was also obtained about the expectations of similar graduates in university employment, London University being chosen for this purpose.

WORKS GROUP

16. The rates of pay, grade structure, and career prospects of the works group were comprehensively reviewed by the Gardiner Committee in 1951. For the purpose of their review, the committee had concentrated on one profession—engineering—and had obtained comprehensive, up-to-date information in regard to the pay and age of a large sample of engineers, based as to 50 per cent. on large scale industry, as to 25 per cent. on nationalised industry, and as to 25 per cent. on local government. They indicated that the statistics thus obtained provided them with a pretty clear picture of levels of remuneration within and without the Civil Service (as at May, 1951) and, in conjunction with other information obtained from written and oral evidence (relating to architects and surveyors as well as engineers), enabled them to estimate appropriate rates of pay for the various grades in the works group in the Civil Service.

17. The Government implemented the salaries proposed by the Gardiner Committee. In January, 1952, these salaries, in common with other civil service salaries, were increased by the grant of pay addition. In 1953 a claim for further increases was submitted by the I.P.C.S. on the general ground that, since the beginning of 1952, salaries and wages in outside employment as a whole had increased by something like 7 per cent.

18. The Treasury took the view that the rates of pay recommended by the Gardiner Committee represented, as at mid 1951, fair remuneration in relation to outside rates of pay then current for comparable work; and that for the purposes of the claim it would be necessary to shew that these outside rates had since then been generally increased, and by amounts greater than the amount of pay addition which had meanwhile been added to certain civil service rates. In order to see whether there was any evidence that this had

happened they made enquiries of a comparatively small selection of leading employers of engineers, and of some employers of architects and surveyors. The question put was whether they had granted any general increases (apart from scale increments) since mid 1951, and, if so, at what dates and of what amounts.

ARCHITECTURAL AND ENGINEERING DRAUGHTSMEN

19. In January 1952, the Institution of Professional Civil Servants and the Society of Technical Civil Servants jointly made a claim for an improvement in the pay of the basic grade of these classes. The basis of the claim was that the civil service rates payable from age 21 to age 25 were less than those currently paid in outside industry for comparable work. It was stated that the rates laid down by an outside trade union (the Association of Engineering and Shipbuilding Draughtsmen) as the lowest acceptable rates were in fact paid to at least 80 per cent. of the draughtsmen in the outside engineering industry; that they were superior to civil service rates up to the age of 25; and that above the age of 25 rates in outside industry were fixed by collective bargaining and not by reference to minimum rates laid down by the trade union. Actual rates currently paid by three industrial firms were quoted (Ford Motor Co., Imperial Chemical Industries, and Standard Motors).

20. The Treasury agreed that quotation of these rates constituted a valid argument (subject to adjustments to take account of differences in circumstances, such as contributory pension schemes), but sought further information as to the actual rates currently paid by a number of other employers.

21. In January, 1953, a further joint claim was submitted for an increase of 7 per cent. The negotiations turned on "inservice" arguments (which the Treasury agreed to be relevant), and the claimants did not refer to outside rates. The Treasury therefore did not conduct any further enquiries. The claim went to arbitration and at that stage the claimants for the first time adduced arguments founded on outside rates for comparable work: it was then too late for the Treasury to make any enquiries of their own.

APPENDIX

Examples of duties sent for guidance to outside employers (see paragraph 11)

I. EXECUTIVE OFFICERS

EXAMPLE A, OF AN EXECUTIVE OFFICER DUTY (POST OFFICE SAVINGS BANK)

This executive officer deals with the adjustment of errors in savings bank accounts and with irregularities affecting cash in postmasters' accounts. The error is discovered by examining bank books or postmasters' accounts. All relevant documents are sent to the executive officer and he decides the action to be taken. He may send a stock letter or draft a letter or give written instructions to a clerk to send an error notice. There are broad rules to which he works, but most of his time is spent on cases which are not straightforward. He takes the cases where the discrepancy is large. He authorises all adjustments in the official ledgers although in some instances he has first to approach the public.

EXAMPLE B, OF AN EXECUTIVE OFFICER DUTY (POST OFFICE)

This officer assesses the charge to be made to telephone subscribers for non-standard requirements. To do this he has to calculate

- (a) the cost of labour and materials, and
- (b) the residual value of the installation, i.e. the value of it after the subscriber has finished with it.

This involves an extensive, though not elaborate, series of calculations to three places of decimals. He works from information which is easily available but he must know which table etc. to use. Rudimentary knowledge of the engineering work involved is a help though he can consult the engineers if necessary. He also calculates other payments which are not provided for by regulations e.g. premature termination of contract. He makes a precis of each case and it is filed as a precedent.

EXAMPLE C, OF AN EXECUTIVE OFFICER DUTY (INLAND REVENUE)

This officer is a surtax assessment examiner. He does mainly case work involving figures for incomes up to £5,000 per annum. He has, for example, to check the documents in the file, examine last year's records, see that this year's income has been agreed between the inspector and the tax payer, and assess the surtax. He does some simple mathematics, e.g. apportioning income and tax between husband and wife and some interpolation in surtax tables. He has also to prepare statistical statements of tax for agents. In dispute and appeal cases he drafts correspondence, sometimes quite long drafts.

EXAMPLE D, OF AN EXECUTIVE OFFICER DUTY (MINISTRY OF EDUCATION)

This officer is in charge of a section dealing with claims for travelling and subsistence allowances* of inspectors of schools, teachers on short courses, committee members and staff summoned for interview. His chief duty is to make the final check involving some calculations after the clerks have made the initial check and settled simple queries. He also checks the drafts of all letters prepared for simple queries and drafts letters for the more difficult. To carry out the check he has to be familiar with, and kept up to date with, the various regulations concerning allowances. All replies to queries are read by him. Checking doubtful points on a claim occupies most of his time and some have to be referred to his superior officer.

II. HIGHER EXECUTIVE OFFICERS

EXAMPLE A, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF FOOD)

This officer is in charge of a centralised pay branch, staffed by two executive officers and twenty-one clerks.

He is responsible for the monthly pay of 1,200 staff (pay bill £53,000 per month) and the weekly pay of 2,450 staff (pay bill £14,300 per week); also for the wages of 4,500 casual staff taken on for seasonal work lasting four weeks each year.

The work involves:—

- (i) payment of wages and salaries;
- (ii) calculations of changes due to incremental progression and general pay increases;
- (iii) control of National Insurance contributions and P.A.Y.E. records;
- (iv) accounting of deductions from pay of contributions of various kinds, e.g. National Savings;
- (v) assessment of sick leave and keeping of sick leave records.

In addition the officer is of course responsible for staff control of his section and training new staff.

The officer is not subject to more than general supervision.

EXAMPLE B, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF SUPPLY)

H.E.O. post in a contracts division concerned with the purchase of stores

Officers in these posts are in charge of small sections usually comprising 2–3 executive officers and 4–6 clerks.

On receipt of a financially approved requisition the H.E.O. is responsible for deciding the best method of purchase and ensuring that suitable firms selected from the division's trade list are invited to tender. He has authority to dispense with competition up to £50. Tenders are examined on the due date and, for those of value up to £5,000, the successful tender is accepted and the contract signed by the H.E.O. Where the value is over £5,000 recommendations are made to his superior.

Where orders which because of their nature are unsuitable for competition have to be placed subject to pricing at a later date, the H.E.O. has to obtain quotations as early as possible and to satisfy himself that by comparison with previous prices and technical or accountants' reports they are fair and reasonable. He negotiates orally and in writing with contractors and again has authority to accept the price quoted within a limit of £5,000. Contracts of higher value are referred to his superior with his recommendations.

The placing of the contract carries with it responsibility for deciding which special clauses, e.g. on patent rights and on security, need to be included in the contract document. Before the contract is accepted the H.E.O. must make all the enquiries necessary to satisfy himself that it can be fulfilled, consulting where necessary the appropriate production branches.

During the course of a contract there is invariably an exchange of correspondence with the contractor to clarify points of detail, to introduce amendments or modifications to requirements, or to arrange issue of progress payments, etc. This is all dealt with by, or under the supervision of, the H.E.O.

Apart from the normal contract procedure there are a number of special difficulties which arise periodically and which, although not resolved at H.E.O. level, must be fully investigated before recommendations are submitted to a more senior officer. These concern, *inter alia*,

* i.e. in respect of out of pocket expenses when away from the office on duty.

errors in tendering, acceptance of late tenders, efforts by contractors to persuade the Department to reconsider fixed prices, request from contractors for special financial assistance and finally questions of default by contractors.

The average section in charge of an H.E.O. will place up to 200 contracts and 400 amendments per month, and may have as many as 500 firm orders awaiting agreement of prices.

EXAMPLE C, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF SUPPLY)

An H.E.O. post in a finance division

This officer has responsibilities in connection with the co-ordination and handling of the Ministry's claims in cases of liquidation and bankruptcy of contractors and of firms who owe money to the Department.

Notification of such cases to his section usually comes from the appropriate accounts or contracts branch. The H.E.O.'s first task is to find out all the branches of the Ministry who have an interest in the firm, advise them of the bankruptcy, and obtain and co-ordinate data from those to whom money is owed in order to arrive at the total amount of the debt. For firms who have current contracts he instructs the accounts branch to withhold any payments until further notice.

He then writes to the receiver or liquidator to find out the firm's intentions about the completion of outstanding contracts.

His subsequent work includes lodging proof of the debt with the Official Receiver, attending meetings of creditors, meeting and negotiating with liquidators, and attending court as the Ministry's representative. Where the Ministry's financial interest is considerable he is appointed to "committees of inspection".

The work is almost entirely individual case work and the H.E.O. is expected in most instances to carry the case through to its conclusion. He corresponds himself where necessary with the Department's legal adviser, although naturally the most important and complicated letters are normally submitted to his superior for approval.

He has one clerk to assist with research into files, *Perry's Gazette*, etc., and to maintain progress records.

EXAMPLE D, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF FOOD)

Salvage and reconditioning section, warehousing division

This officer, assisted by a clerk, prepares and issues to reconditioning depots instructions for the sorting and classification of damaged canned goods. He has to consult and agree with the trade divisions the minimum standards to be applied, the economic minimum quantities to be handled and the detailed instructions for sale or disposal of the reconditioned goods in accordance with existing statutory requirements. He has to order from the trade consumable stores required by the reconditioning depots and he arranges disposal of reconditioned goods and of scrap materials.

About half his time is spent in investigating costs at 200 food storage depots (buffer depots), scrutinising their monthly returns and in correspondence with depot managers in unsatisfactory cases.

He is also responsible for the day to day administration of a statutory instrument which allows the trade, subject to certain provisions, to deal in controlled foods free from rationing or other restrictions. This work not only includes answering queries about the interpretation of the statutory instrument both as regards the definition of certain foods and the rights or duties of traders, but also involves the preparation of statutory amendments, piloting them through Orders Committee and consultation with legal and other interested divisions.

EXAMPLE E, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF LABOUR)

Accounts section

This officer has a staff of three executive officers and eight clerks and the daily work of the section consists of:—

- (a) (1) Payments to members of headquarters staff by payable order, cash, etc., of salaries, travelling expenses and subsistence allowances; imposts to officers proceeding on duty tours, etc., and to officers holding petty cash. These payments are previously authorised by another branch of finance department.
- (2) The authorisation and payment of fees, travelling expenses and subsistence allowances to members of headquarters committees, members of wages councils, the Civil Service Arbitration Tribunal, and Industrial Disputes Tribunal. Charges by firms of solicitors acting for the Ministry's solicitor. Grants to local education authorities in connection with the administration of the youth employment service; shipping accounts in respect of overseas emigration. Railway accounts; supply of stores and petrol and repairs to official cars, etc.
- (3) Authorisation and payment of grants to various bodies operating schemes for severely disabled persons after approval by the appropriate administrative branch.

- (4) The receipt of remittances from local offices, solicitors department, and other sources and the daily despatch of these remittances to the Bank of England for credit to the account of the Paymaster General.
- (5) The monthly accounting to central accounting Branch of all items paid and all remittances received.
- (6) Control and issue of staff travel warrants (rail and air).

The total payments made are on an average £800,000 per month but on occasion may rise to £1½ or £2 million.

(b) The main duties of the higher executive officer are:—

- (1) Daily check against the authorised voucher of all items appearing on the Paymaster General schedules.
- (2) Daily check against the authorised voucher, record book and stock book of all items paid by postal draft.
- (3) Authorisation of all classes of payments.
- (4) A check at least once a month of the cashier's cash balance in Watford and London headquarters offices including a check of the entries in the cash book against the authorised vouchers.
- (5) A check at least once a month of the stamping of insurance cards both in London and Watford headquarters offices.
- (6) Correspondence with members of headquarters committees, wages councils, etc., when queries arise on claims in respect of fees, travelling expenses and subsistence allowances.
- (7) Periodic examination of items which have been charged in the first place to a suspense account to ensure early clearance of the charge to the appropriate Sub-head of the Department's Vote.
- (8) Periodic examination of the debts register to ensure early clearance of the outstanding items.
- (9) Examination of the monthly accounting documents before signature by the senior executive officer prior to dispatch to the central accounting branch.
- (10) Precis of cases for half yearly submission to a higher officer through the senior executive officer for authority to write off unrecovered law costs.
- (11) Detailed report of cash discrepancies—half yearly submission to a higher officer through senior executive officer for authority to write off cash shortages and to credit appropriations-in-aid with the amount of cash surpluses.
- (12) Monthly check of stock of books of staff travel warrants and air warrants.
- (13) Monthly check of items brought to account in the remittance ledger against the registry value sheets.
- (14) Monthly check of stock of unused postal drafts.
- (15) Monthly check of stock of official receipts.
- (16) Security arrangements in conjunction with senior executive officer for transport of cash between bank and cashier's office and between cashier's office and various salary pay stations in London and Watford headquarters.
- (17) Arrangements for adequate rota of pay clerks and ensuring they are aware of the instructions covering the counting and control of cash.
- (18) Periodic visits to salary pay stations to ensure pay is being conducted in accordance with the authorised procedure.

EXAMPLE F, OF HIGHER EXECUTIVE OFFICER (MINISTRY OF LABOUR)

Establishments branch]

This officer, as staff welfare officer, is responsible for the welfare of the headquarters staff of the Ministry, comprising approximately 2,600, of whom 2,000 are housed in six buildings in London and 600 at Watford. He controls two executive officers (one in London and one at the Watford office), and two clerks. He is responsible to a senior executive officer but acts mainly on his own initiative.

He works in close co-operation with other branches of the Establishments Department concerned with sick absences, new appointments, transfers and premises matters. Contacts with officers concerned with these matters is mainly personal and by telephone but a certain amount of correspondence is involved. He also has telephonic contact and correspondence with hospital almoners, private doctors, voluntary organisations, benevolent funds, the Treasury welfare adviser and departmental welfare officers in connection with personal problems of the staff.

He visits all headquarters buildings from time to time to inspect conditions and to meet members of the staff. During these visits he has consultations with heads of divisions and accommodation officers as and when necessary and offers advice and suggestions in appropriate cases where the welfare of the staff is concerned.

He is responsible for the first aid arrangements for the headquarters buildings, including appointment of first aid personnel from volunteers; organisation of first aid training in

conjunction with the St. John Ambulance Association; oversight of supply and maintenance of first aid equipment and replenishment of medical stores. He acts in liaison with the headquarters civil defence unit with regard to first aid training of civil defence personnel.

He organises mass radiography examinations on headquarters premises through the appropriate hospital boards. This involves correspondence with the organisers of X-ray units and welfare officers of other departments who participate, drafting of circulars informing staff of examinations and arrangements for issue of appointment notices to staff. He also organises blood donor sessions in conjunction with the National Blood Transfusion Service, involving issue of appeals to staff, publicity, arranging suitable accommodation and the issue of appointments notices.

He sees all newly appointed staff up to executive officer and supplies them with information about welfare facilities, e.g., canteen and first aid arrangements, meal voucher scheme for young officers, voluntary organisations (Civil Service Sanatorium Society, Civil Service and departmental benevolent funds, etc.), social and cultural activities. He arranges for all officers under eighteen years of age to attend day continuation school and this involves telephonic contact and correspondence with the Civil Service Council for Further Education and principals of day colleges. Follow-up of newly appointed staff, particularly young officers, is carried out to ensure that they are settling down. Staff who, on reaching age sixteen, signify their intention of discontinuing day school attendance are seen and persuaded, if possible, to continue.

He exercises a general oversight of headquarters staff restaurants to ensure that good meals at reasonable prices are available.

He gives talks on staff welfare to officers attending staff training courses and tutorials are given, as occasion demands, to newly appointed senior officers.

He maintains general oversight of the work of the executive officer in connection with the booking of hotel accommodation for officers from the provinces who come to London on official business and of the work of the clerk in regard to the maintenance of a register of private accommodation and supply of information therefrom to staff. He arranges for the vetting of hotel and private accommodation where this seems desirable.

A fair amount of his time, varying from one-quarter to one-third, is spent on visiting sick officers either in their homes or in hospital. At these visits any problems regarding reduced pay, return to duty after prolonged absence, convalescence, etc., are discussed where appropriate. In some cases negotiations with another establishment division follow the visit, or arrangements for convalescence are made, involving telephoning and correspondence.

He interviews, either in his office or when visiting buildings, members of the staff who have personal problems, giving them advice and taking up the matter where necessary with their senior officer or the appropriate establishments branch, or referring them to some outside agency.

He deals with enquiries from staff regarding voluntary organisations, giving information and supplying literature, and co-operates with departmental representatives of the various organisations connected with the Civil Service.

III. SENIOR EXECUTIVE OFFICERS

EXAMPLE A, OF SENIOR EXECUTIVE OFFICER (WELFARE OFFICER) (MINISTRY OF FOOD)

This officer organises the welfare service for a total staff of about 22,000 of which 17,500 are employed in regional, local and area offices scattered all over the country. He is assisted by a headquarters staff of one H.E.O., five E.O.s and six clerks.

Briefly, the welfare service covers all questions affecting the well being of staff, e.g. general working conditions, canteen facilities, medical services, clubs, benevolent and provident schemes, cases of personal and domestic difficulties, prolonged sick leave, travelling problems and encouragement of social activities.

He visits headquarters and regional offices, studies and follows up quarterly reports received therefrom, attends and addresses, where necessary, departmental conferences, committees (luncheon clubs, Civil Service Benevolent Fund, etc.) and groups at the training centre.

Any problems unsuitable or too difficult for local solution are handled by him and frequent contact is necessary with hospitals, convalescent homes, doctors, social workers, etc. He also supervises the mass radiographic survey and advises the establishment division on general welfare matters, e.g. incidence of sick leave throughout the Ministry. There is close co-operation with the Treasury medical service in providing information on problems of special research.

EXAMPLE B, OF SENIOR EXECUTIVE OFFICER (MINISTRY OF FOOD)

Ancillary materials division

This officer is responsible for the organisation and operation of the structural branch dealing with applications from food firms for building licences where the capital cost exceeds £10,000. Staff, 1 H.E.O., 3 E.O.s and 2 clerks.

In particular he:—

- (a) Assesses applications and decides which merit consideration by the Ministerial Building Programming Committee and which can be deferred.
- (b) Presents applications to the Committee which meets fortnightly.
- (c) Convenes and/or attends meetings with applicant firms, their architects, commodity divisions and other Ministries.
- (d) Deals with Minister's cases on building licences and is in general liaison with other Ministries on all aspects of building licence work.
- (e) Supervises the operation of global capital investment allocations to large organisations such as Unilevers, C.W.S., British Sugar Corporation, etc.
- (f) Maintains liaison with the Board of Trade on industrial development certificate procedure and policy.
- (g) Makes progressing enquiries where important projects are held up for lack of materials i.e. cement, steel, etc.
- (h) Visits sites and firms in connection with applications.

EXAMPLE C, OF SENIOR EXECUTIVE OFFICER (MINISTRY OF NATIONAL INSURANCE)

Local office manager

This officer is the manager of a Ministry of National Insurance local office of a certain size. He is assisted by one, two or three H.E.O.s, one of whom acts as a deputy, and up to 14 executive officers. The total staff is up to 100. He must have a considerable knowledge of law and procedure and be fully conversant with the benefits provided under the following enactments:—

National Insurance Act, 1946

Sickness benefit

Maternity benefits:—

Attendance allowance

Maternity allowance

Maternity grant

Widow's benefits:—

Widow's allowance

Widowed mother's allowance

Widow's pension

Widow's basic pension

Guardian's allowance

Retirement pensions

Death grants

National Insurance (Industrial Injuries) Act, 1946

Injury benefit

Disablement benefit

Disablement unemployability supplement

Disablement special hardship allowance

Disablement constant attendance allowance

Disablement hospital treatment allowance

Industrial death benefit

Family Allowances Act, 1945

Family allowances

Additionally there is the organisation of exchange of contribution cards, embracing many thousands of contributors and the work of securing compliance within the area of his office, together with a disposal of claims for exemption from insurance and excusal of contributions. He has to be aware how the National Assistance and National Health Service Acts are administered and their scope and co-relation. He must know the work of other Government Departments and their relations to his office and Department.

He is responsible for the day to day running of the organisation and the work of his office, including prompt settlement of benefit claims extending from 1,500 to 4,000 weekly to a value of approximately £7,000 to £8,000 per week. He has responsibility of ensuring that public funds are safeguarded and that the Department and its servants discharge their obligations.

He is responsible for the control and direction of his staff and for their training and welfare. He has statutory powers but in practice spends more time in consideration of the decisions given by others than in execution of them himself.

EXAMPLE D, OF SENIOR EXECUTIVE OFFICER (POST OFFICE)

Stock Group Dividend Branch in Post Office Savings Bank Division

The duties of the senior executive officer in the dividend branch are mainly supervisory and advisory.

He is ultimately responsible for the issue of the dividends on the due dates of 32 issues of stock and bonds on the Post Office Register. It is his duty to see that the various stages of the work are completed to schedule.

He inaugurates schemes for dealing with dividend work of an irregular nature arising out of redemptions and conversions and new issues of stocks or bonds. He must be familiar with the potentialities of the machines under his control so that he can utilise them to the best advantage. He also acts as a liaison officer between the Department and the machine companies (Powers-Samas and Adrema).

Only a small amount of normal desk work has to be performed such as checking the warrants issued to joint stock banks in respect of dividends due to their customers, or correspondence arising from the incorrect issue of dividends.

Staff under the control of the senior executive officer is 189 including 3 higher executive officers, 14 executive officers, and 170 clerks.

Machines in the installations—27 Powers-Samas machines of various types, 30 Powers hand punches, 16 Adrema embossing machines and 10 printing machines.

Approximately 6,200,000 dividends are paid annually on 32 issues of stock or bonds.

(4)

CIVIL SERVICE ARBITRATION AGREEMENTS: SALARY LIMITS

Note by the Treasury

(Question No. 248)

1. During the 1914-18 war, a Conciliation and Arbitration Board for Government employees was set up to deal, by way of conciliation or arbitration, with claims for increased remuneration made by non industrial civil servants. This Board was, however, precluded by its terms of reference from entertaining applications for permanent increases in salary (i.e. as distinct from temporary increases due to war conditions) from the more highly paid classes of employees. The classes so excluded were those with fixed salaries of £500 or more, or scales with maxima of £500 or more (excluding bonus in each case).

2. The Board was abolished in 1922, but in 1923 the Government agreed in principle that civil servants should be entitled as of right to take pay claims to arbitration, the outcome of which the Government would regard as binding: and a committee of the National Whitley Council was appointed to frame a suitable scheme. (The right so conceded has come to be known in civil service parlance as the right of "compulsory arbitration".) Negotiations were prolonged, and one of the points in dispute was the fixing of a salary limit above which the right of compulsory arbitration would not be conceded. Agreement was eventually recorded in 1925, and this was the first of the series of arbitration agreements on which the present machinery depends. The agreement resulted in a field for compulsory arbitration substantially wider in a number of respects than the field covered by the war-time Conciliation and Arbitration Board, in particular as regards the limits of salary. Compulsory arbitration was excluded in the case of classes with fixed salaries in excess of £700 basic and salary with minima of £700 basic or more, but it was provided that claims in respect of classes above these limits could be submitted to arbitration with the consent of both parties. (This is known as "voluntary arbitration".) In the negotiations leading up to this agreement, the Official Side had in mind that the salary limits would exclude from compulsory arbitration the controlling or managerial grades. Under this agreement there was still excluded from compulsory arbitration the grade of administrative principal, whose scale at that time was £700-£900 basic.

3. The Royal Commission on the Civil Service (1929-31), whose terms of reference invited them to consider "the machinery for the discussion and settlement of questions relating to conditions of service", recommended that the limit should be changed so as to allow compulsory arbitration to classes with fixed salaries not exceeding £1,000 a year consolidated or salary scales with maxima not exceeding £1,000 a year consolidated. This recommendation, if adopted, would still have excluded from compulsory arbitration the grade of administrative principal, for which the Tomlin Commission recommended a salary scale of £800-£1,100 consolidated.

4. The recommendation was, however, not adopted. One difficulty was that it would have excluded from arbitration some grades previously eligible for it. After prolonged discussion, it was agreed in 1939 to adhere to the previous basis of determining the limit by reference to the minimum of the scale of the grade, but to substitute £850 consolidated for £700 basic. One effect of this decision was to include the grade of administrative principal within the field of compulsory arbitration for the first time.

5. The limit was reviewed when post-war consolidated salaries were determined. After negotiation it was agreed in 1947 that the limit should be related primarily to the maximum of the scale, but regard should be had to the minimum also. The effect of this agreement was to exclude from arbitration, except with the consent of both sides, any grades on—

(a) fixed salaries exceeding £1,300 ;

(b) scales with both a maximum above £1,300 and a minimum of £1,150 or more.

This agreement was subject to an understanding that—

(i) the limit would be looked at again in the light of any increases which might be awarded on an executive class salary claim then pending ;

(ii) it would be the disposition of the Treasury to agree to voluntary arbitration above the limit wherever they could, and

(iii) they would especially be so disposed on any occasion where arbitration proceedings in respect of grades below the limit would be hampered for the parties or for the Tribunal, unless a closely associated grade above the limit was also within the scope of the proceedings.

6. In 1951 the limits were raised to take account of pay increases so as to substitute £1,450 for £1,300 and "above £1,200" for "£1,150 or more" in the 1947 agreement.

7. A limit above which claims may not go to arbitration without the consent of both parties has therefore been a consistent feature throughout, though the salary figure has been revised from time to time, primarily to take account of salary increases.

8. Successive Governments have always taken the view that posts at managerial level should not be subject to compulsory arbitration. Senior civil servants occupy a delicate position as advisers to Ministers on all questions of Government policy. And it would not be right or appropriate that persons who occupy this position and are engaged on these duties should have the right to take the Government to compulsory arbitration.

9. The next question is where the line should be drawn. In the Treasury view it is right to draw the line, as at present, so as to exclude from compulsory arbitration assistant secretaries and grades on similar salaries in the other classes. At this point a marked change takes place in the nature of the responsibilities carried. To take the administrative class as an example, the principal grade, though it carries considerable responsibilities and often makes a contribution to many matters of high importance, is engaged mainly on the "bread and butter" work of an administrative division or branch. The assistant secretary, on the other hand, is usually responsible for the general management

of a division or branch, and is often concerned with matters of high policy, sometimes in direct contact with Ministers. For these reasons, the Treasury consider that the assistant secretary grade is essentially a part of the managerial element of Government, with status and responsibilities sufficiently high to justify its being placed above the line which divides the broad mass of the Service, with its right to compulsory arbitration, from the highest grades, which require special treatment. The recommendation of the Tomlin Commission on this point, referred to in paragraph 3 above, is consistent with this view, and, in the Treasury's submission, it would not be justifiable to draw the line today above the assistant secretary grade, unless it were to be established that the duties and responsibilities of that grade are now markedly lower than they have been in the past.

10. These arguments do not apply in the same degree to grades in other classes parallel with the assistant secretary grade, but it seems to the Treasury only sensible to deal with this matter by reference to salary levels, and therefore to draw the line at the same point in the salary structure of all classes.

11. But although the Government decline to give a right of compulsory arbitration to the higher grades of the Service, that does not mean that they are unwilling ever to submit the question of their remuneration to the independent judgment of a third party. On the contrary, they do so freely. The submission to the present Royal Commission is only the latest example of a large number of similar references—for instance, the Chorley, Gardiner and Howitt Committees, to name only post-war examples.

12. The formal differences between such references as these and a right to compulsory arbitration are, first, that the initiative in instituting the enquiry rests with the Government, not the staff; and second, that the Government do not bind themselves in advance to accept any recommendations which may emerge. But there is a perhaps more important difference. In determining the salaries of the higher Civil Service, wider and less tangible considerations have to be taken into account than fall to be considered by the Arbitration Tribunal in the ordinary run of salary claims. And a commission or committee which can summon witnesses and collect evidence on its own initiative, of a kind not always available to parties engaged in negotiations and arbitration, is much better equipped to conduct a comprehensive enquiry and reach a correspondingly authoritative conclusion.

13. It is true that enquiries of this sort take some time and are not very frequent; but, for the reasons given in earlier evidence, the Treasury hold that very frequent reviews of the salaries of higher civil servants would be undesirable. And they consider that, provided the Government are always willing to appoint an authoritative body whenever there is a real cause to believe that a review should be undertaken, the higher grades of the Service will be assured of fair treatment and would not themselves wish to press for compulsory arbitration.

CASES ABOVE THE ARBITRABLE LIMIT WHICH HAVE BEEN ALLOWED TO GO TO ARBITRATION

14. Claims in respect of classes and grades whose salaries are outside the arbitrable limits are not allowed to go to arbitration "except with the consent of both parties". In considering whether their consent should be given, the Official Side have had regard to the understanding reached with the Staff Side towards the end of 1947 (see paragraph 5 above).

15. A list of the claims which, since 1948, have been allowed to go to arbitration, despite the fact that they were outside the limits, is given in the Appendix to this paper.

APPENDIX

Compulsory Arbitration Limit	Award	Date	Grade	Salary
Flat Rate—£1,300 ... Scale: <i>both</i> minimum £1,150 or over <i>and</i> maximum above £1,300	96	July, 1948	Keeper Deputy keeper [National Gallery]	£1,320—£1,520 £1,160—£1,320
Flat Rate—£1,300 ... Scale: <i>both</i> minimum £1,150 or over <i>and</i> maximum above £1,300	123	July, 1950	Superintending inspectors [Ministry of Labour]	£1,250—£1,450
Flat Rate—£1,300 ... Scale: <i>both</i> minimum £1,150 or over <i>and</i> maximum above £1,300	127	July, 1950	Deputy keepers [P.R.O.]	£1,160—£1,320
Flat rate—£1,300 ... Scale: <i>both</i> minimum £1,150 or over <i>and</i> maximum above £1,300	132	December, 1950	Conservator [Forestry Commission]	£1,275—£1,425
Flat rate—£1,300 ... Scale: <i>both</i> minimum £1,150 or over <i>and</i> maximum above £1,300	172	December, 1951	Director of communications [Home Office]	£1,160—£1,370
Flat rate—£1,450 ... Scale: <i>both</i> minimum above £1,200 <i>and</i> maximum above £1,450	186	April, 1952	Dental officers	£1,250—£1,550
Flat rate—£1,450 ... Scale: <i>both</i> minimum above £1,200 <i>and</i> maximum above £1,450	214	February, 1953	Principal officers Deputy chief consultative officers [Ministry of Transport]	£1,350—£1,550
Flat rate—£1,450 ... Scale: <i>both</i> minimum above £1,200 <i>and</i> maximum above £1,450	225	July, 1953	Principal examiners [Board of Trade]	£1,250—£1,500

(5)

RESIGNATIONS FROM THE CIVIL SERVICE, 1950-52 (MEN ONLY)

Note by the Treasury

(Question No. 252)

ADMINISTRATIVE CLASS

Cause of leaving	Permanent secretary		Deputy secretary		Under secretary		Assistant secretary and principal	
	No.	Age	No.	Age	No.	Age	No.	Average age
1. Voluntary retirement under S.34 (2) Superannuation Act, 1949 (see §127 of Factual Memorandum)	1	56	—	—	2	59 59	8	58 (range 56-59)
2. Leaving the Service with retention of title to superannuation benefits for service with:								
(a) Other Governments	—	—	—	—	1	43	—	—
	—	—	—	—	1	55	14	42
(b) International organisations	—	—	1	48	—	—	—	—
	—	—	1	49	1	51	14	40
(c) Public owned corporations	—	—	—	—	1	46	5	48
(d) Other "approved employment"	—	—	—	—	—	—	1	57
(e) Employment under F.S.S.U., F.S.S.N., or N.H.S. superannuation conditions	—	—	1	50	1	50	—	—
(f) Local Government or other "public office"	—	—	—	—	1	54	4	40
3. Resignation	1	47	1*	45	1	36 39	23	35 (highest age 39; lowest age 30)
	—	—	—	—	1	—	—	—

* He has since returned to the Service

SCIENTIFIC OFFICER CLASS (F.S.S.U.)* P.S.O. AND ABOVE

Leaving for service with								No.	Average age
Other Governments ... ..	...	...	...	...	...	...	...	12	41
International organisations ... ..	...	...	...	...	...	...	...	4	45
Public owned corporations ... ..	...	...	...	...	...	...	...	1	52
F.S.S.U., F.S.S.N. or N.H.S. employment ... ..	...	...	...	...	...	...	...	12	40
Local Government or other "public office" ... ..	...	...	...	...	...	...	...	3	50
Other employments ... ..	...	...	...	...	...	...	...	21	40

* Until 1st January, 1953, nearly all the members of the class were under F.S.S.U. (Factual Memorandum para. 230).

PROFESSIONAL STAFF

Cause of leaving	Works group senior grade and above		Legal staff senior legal assistant and above		Medical staff all grades	
	No.	Average age	No.	Average age	No.	Average age
1. Voluntary retirement under S.34 (2) Superannuation Act, 1949	1	55	5	54	—	—
2. Leaving the Service with retention of title to superannuation benefits for service with:—						
(a) Other Governments ...	1	40	—	—	—	—
(b) International organisations...	—	—	—	—	1	29
(c) Public owned corporations...	1	44	—	—	—	—
(d) Other " approved employment "	—	—	—	—	—	—
(e) Employment under F.S.S.U., F.S.S.N., or N.H.S. super- annuation conditions	—	—	—	—	11	37
(f) Local Government or other " public office "	1	45	—	—	1	43
3. Resignation	5	41	5	42	10	42

EXECUTIVE STAFF

Cause of Leaving	General executive class C.E.O. and above		Departmental executive classes C.E.O. and above	
	No.	Average age	No.	Average age
1. Voluntary retirements under S. 34(2) Superannuation Act, 1949	3	57	9	57
2. Leaving the Service with retention of title to superannuation benefits for service with:—				
(a) Other Governments	2	51	6	45
(b) International organisations	—	—	2	47
(c) Public owned corporations	8	52	—	—
(d) Other " approved employment " ...	—	—	—	—
(e) Employment under F.S.S.U., F.S.S.N., or N.H.S. superannuation conditions	—	—	—	—
(f) Local Government or other " public office "	2	36	—	—
3. Resignation	2	43	3	43

ACCESS OF PROFESSIONAL STAFF TO ADMINISTRATIVE POSTS

Note by the Treasury

(Question No. 280)

1. The Commission have asked for a memorandum on "the question of the position of professional men as regards access to administrative posts".

2. In doing so the Commission drew particular attention to the references by the Tomlin Commission, in 1931, and by the Bridgeman Committee, in 1932, to the position in the Post Office; and to more general references to the question by the Gardiner Committees on the works group of professional classes and on the accountants class.

3. The Treasury has already referred in oral evidence to the fact that many holders of senior professional posts are largely engaged in administration in the sense that they are running their own professional units and discharge managerial functions. This point will not be expanded in this memorandum, which will interpret the words "access to administrative posts" as meaning access to posts in the administrative class or to posts (such as regional directorships in the Post Office) which while not in the administrative class are of high general managerial importance.

4. To take, then, the Post Office first: since the middle 1930's it has been the policy to make appointments to the administrative class from the professional staff and many such appointments have in fact been made. The number made since the last war is as follows:

Direct to assistant secretary	...	...	4 engineers
to principal	...	...	12 engineers
			2 legal assistants
			1 doctor

The number of administrative class posts at present held by staff of professional origin is as follows:—

Grade	No. of Posts	No. filled by Professionals
Assistant secretary or equivalent	19	2 (engineers)
Principal	46	9 (8 engineers, 1 lawyer)

5. Following the recommendations of the Bridgeman Committee the regional organisation was set up and considerable powers, in some cases the full powers, of the Postmaster General devolved on the regional directors, whose responsibilities cover both the postal and the telecommunications services. The following table shows the extent to which the top regional posts are at present filled by staff of professional origin:—

Grade	No. of Posts	No. held by Professionals
Regional director	10	7 (engineers)
Deputy regional director ...	10	2 (engineers)

6. As regards the Service as a whole the number of appointments of professional staff made to the administrative class in the years 1950-1953 inclusive is as follows:—

	1950	1951	1952	1953
Scientific officers	1	1	1	1
Legal staff		1	1	2
Statisticians... ..			2	1
Economists	1			
Engineers	3*	3*	1*	
Research staff	1	2		

* All in the Post Office.

7. For three Departments which employ professional staff in large numbers, and for which figures are available, the number of such appointments since the war is as follows:—

Ministry of Supply 11 scientific officers

Of these, 4 are at present assistant secretaries, 4 are principals, 1 resigned as an assistant secretary and 2 returned to the scientific officer class.

Transport and Civil Aviation 1 scientific officer
2 assistant engineers
7 operations officers

Of these, 4 are assistant secretaries, 5 are principals and 1 has resigned.

Ministry of Works 3 estate surveyors
1 engineer

Of these, one returned voluntarily to his professional post and one was transferred to his professional post.

8. It is the common practice of Departments employing professional staff to consider them when making, from time to time, their departmental reviews for promotion or transfer to the administrative class. The Ministry of Transport and Civil Aviation, for example, are currently conducting such a review and have invited applications from officers of the professional classes who wish to be considered for principal vacancies. The Ministry of Health recently considered members of the accountant, information and technical staff, but no appointments were in fact made.

9. It is clear, therefore, that there is no ban in principle on the appointment of professional staff to the administrative class, and that in practice such appointments are made.

10. In making a judgment whether the number of appointments made is "disappointing" (as the Gardiner Committee in its Report on the works group thought it was) the following considerations have to be borne in mind.

11. First: although there is some truth in the view that the chief characteristic required of a member of the administrative class is commonsense, what the administrator really requires is commonsense working on long experience of actual administration. Administration is not a science which can be studied from text books but an art which has to be learned from experience and its successful exercise usually calls for long training on the job. In the main (there are of course exceptions) the administrator is best caught young. Thus, generally speaking, it is desirable that professional staff who are to be transferred to the administrative class should be so transferred in their early years and usually to the principal grade. They then have to take their chance with other principals for assistant secretary posts and similarly for the higher posts.

Meanwhile, should they take this chance, they are losing touch with the professional side, which frequently finds it difficult to take them back on promotion should they not make headway on the administrative side. The good professional man (among whom are likely to be found the potential administrators) is often reluctant to sacrifice the profession of his choice and his career in that sphere for the unknown prospects on the uncharted seas of the administrative side. This means that, not infrequently, the ablest of the professional men do not desire to transfer.

12. The second factor to be borne in mind is that, though there are, as always, exceptions, not only does it take time to acquire the experience essential to a successful member of the administrative class, but in general the longer the time spent on purely professional work the more difficult is the professional specialist likely to find it to adapt himself to the rather different attitude of mind required of the administrator.

13. For these reasons, though the Treasury would not go so far as to say that all Departments display "great enterprise" in "seeking out likely men" for transfer to the administrative class, it would subscribe to the view of the Tomlin Commission (para. 181 of their Report) that it is inevitable that most high administrative posts should continue to be filled by officers with administrative rather than specialist experience.

14. There is, however, a more fundamental point to be borne in mind in reaching a judgment on this question. The position in the Civil Service of the professional classes should not, in the view of the Treasury, be measured by reference to their success in obtaining administrative appointments. It is desirable that the administrative class should be open to suitable men of specialist qualifications—and not only because they may bring useful qualifications to the administrative class but because it is sometimes desirable that specialists destined for high office as specialists should have a spell on administrative work in order that on return to their work as specialists they should have an appreciation of the administrative problems of their Department. But the more important questions are whether the specialist's point of view is given sufficient weight in the formation of policy and in the higher management of Departments, and whether there is close and continuous contact at all levels between the administrative and the specialist staff. So far as the Treasury is able to judge, the evidence is that this is so. To take examples from some very different Departments. In the Post Office the engineer in chief is a member of the Post Office Board and attends the meetings of the Advisory Council and is closely concerned with the settlement of the high policy and management of the Department; and so, similarly, is the chief regional engineer at Regional Board level. There is close daily contact between the specialist and administrative staff at all levels, and their mutual understanding is furthered by the movement of specialist staff in and out of the administrative class.

In the Ministry of Health the medical staff play a continuous part in the formulation of policy: they are "in the picture" at all stages.

In the Ministry of Supply also the senior professional men play a large part in the general administration involved in carrying out the Department's responsibilities and frequently initiate policy matters. The heads of the two major professional groups, the chief scientist and the director general of Ordnance Factories, are members of the Boards which, respectively, deal with policy on the research and development programme and the organisation and operation of the Royal Ordnance Factories. More general questions of policy are considered at weekly meetings under the chairmanship of the permanent secretary which are attended by controllers and the chief scientist. The top professional men have access to the Minister on matters within their fields of responsibility. Thus, as regards access to the Minister and the formulation of policy, senior professional men are in much the same position as members of the administrative class of equivalent status.

15. Thus though there may perhaps have been grounds 20 years ago for a feeling among specialists "that their advice is not always sufficiently sought or considered" (paragraph 178 of the Report of the Tomlin Commission) there

would seem to be little ground for such a feeling today. In the Treasury view it is by this criterion, rather than by the number of appointments secured to the administrative class, that the part played in the Service by the professional classes stands to be judged.

(7)

ABOLITION OF OFFICE

Note by the Treasury

(Questions 971-2)

In the course of their oral evidence the F.D.A. referred to cases in which members of the administrative class have left the Civil Service on abolition of office.

The power to make abolition awards derives from Section 6 of the Superannuation Act, 1909, which allows the Treasury to make a superannuation award in two sets of circumstances:—

- (a) Retirement or removal from the Civil Service "in consequence of abolition of office". This is the simple case in which the office is completely abolished and nothing is put in its place.
- (b) Retirement or removal from the Civil Service "for the purpose of facilitating improvements in the organisation of the Department to which he belonged by which greater efficiency and economy can be effected". In these circumstances it is necessary to show that the resulting cost to the Exchequer by way of salary plus superannuation awards to people displaced is less than the total salary bill before the whole transaction took place.

Of course, established civil servants hold their appointments at the pleasure of the Crown and can in theory be dismissed or removed from office at any time and on any ground without regard to the superannuation position. In practice, however, no established civil servant under 60 would be removed either on the abolition of his office or on grounds of redundancy except in circumstances where a superannuation award could be made under Section 6 of the 1909 Act. Moreover, the Treasury is not prepared in practice to use its powers of making a superannuation award in abolition cases unless the officer in question cannot reasonably be found comparable employment somewhere else in the Civil Service.

A list of abolition cases covering the periods 1930-1939 and 1949-1953 is below. There are no records for the years 1940-1949 but there is no reason to think that those years presented any unusual features.

REMOVALS OF ESTABLISHED ADMINISTRATIVE STAFF ON ABOLITION OF OFFICE OR REDUNDANCY

(A) 1930-39

Year				Number of cases
1930	...	...	...	2
1931	...	...	...	—
1932	...	...	...	3
1933	...	...	...	5
1934	...	...	...	1
1935	...	...	...	1
1936	...	...	...	—
1937	...	...	...	1
1938	...	...	...	—
1939	...	...	...	—

(B) 1949 ONWARDS

Year				Number of cases
1949	...	...	...	1
1950	...	...	...	1
1951	...	...	...	—
1952	...	...	...	6
1953	...	...	...	3

(8)

PROMOTIONS

Note by the Treasury

1. The Treasury understand that the Commission would like some information about career prospects in the Civil Service. Below are some schedules showing the position on promotions in certain main classes of the Service in the years 1950 to 1952.

2. The Commission may wonder why it is impossible to deal with the question in concrete terms of general application, i.e. by describing the grades which various sorts of entrant could expect to reach at particular ages. Any such attempt would run the risk of being seriously misleading. The factors governing prospects vary so much, both in the short and in the long run, and both in general and in detail, as to make quite inapplicable general statements in specific terms. The only known facts relate to the past, which is of course far from being a reliable guide to the future, but guesses about the future amount to little more than crystal gazing.

3. The Commission will see that many of the figures refer to the position in certain specific Departments. This is because figures for the Service as a whole are apt to be misleading. Promotions are generally made on a departmental basis, or even on the basis of a promotion unit which is often much smaller than the Department. It is not the general Service picture that matters so much as that of the promotion unit, and this picture varies enormously at any time between the different units. Moreover, the position in any one unit may vary a great deal at different times. Complements may be revised to meet changes in work, and an age distribution which at one period is favourable may itself at a later period produce relative stagnation. If reference is made to the schedules in Appendices C2, C3, D3, F2, and H2 of the Introductory Factual Memorandum, it will be seen how the picture must vary from Department to Department and from time to time within a small unit where age distribution may be crucial.

4. The scientific officer class schedule includes the special merit promotions.

5. No attempt has been made in the schedules to separate the various elements that go to make up a class. Thus the promotions from e.g. principal to assistant secretary, include the promotions of those who enter the assistant principal and principal grades from another class.

6. Given the impossibility of predicting the size of the Service as a whole or of its individual parts, and given the principle that complements depend on the needs of the work, it follows that no specific statements can, as a rule, be made on career prospects in any given class. The only two exceptions are for the administrative and scientific officer classes. As regards the former, it is stated publicly that an assistant principal may expect to become a principal in seven years; as regards the latter, the principle has been accepted that complements should allow the promotion of outstanding men to P.S.O. in their early thirties and that every scientific officer of proved ability should reach this grade in a reasonable period.

ADMINISTRATIVE CLASS—PROMOTIONS

	Principal to assistant secretary							Assistant secretary to under secretary						
	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority
Whole Service	1950	86	42	56	32	6	14	2	46	56	37	5	9	1
	1951	51	42	57	33	7	16	2	49	60	35	7	17	1
	1952	53	44	61	34	7	14	3	47	60	38	8	15	3
Board of Trade.	1950	7	45	56	38	5	11	3	42	44	39	7	7	6
	1951	2	42	49	36	6	7	5	—	—	—	—	—	—
	1952	4	41	45	35	9	11	3	41	42	40	8	10	7
Ministry of Supply.	1950	4	39	52	33	6	9	6	47	53	41	9	9	9
	1951	6	44	52	33	7	9	5	48	50	46	8	8	8
	1952	5	41	52	35	6	10	4	42	—	—	7	—	—
Post Office ...	1950	5	42	55	35	6	14	3	53	—	—	3	—	—
	1951	3	38	40	37	6	7	5	—	—	—	—	—	—
	1952	1	36	—	—	6	—	—	51	54	47	6	6	6
Ministry of Health.	1950	3	43	50	36	5	6	3	47	—	—	6	—	—
	1951	1	36	—	—	5	—	—	38	—	—	5	—	—
	1952	1	35	—	—	6	—	—	38	—	—	6	—	—

EXECUTIVE CLASS—PROMOTIONS

	E.O. to H.E.O.							H.E.O. to S.E.O.							S.E.O. to C.E.O.						
	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority*	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority
Whole Service ...	794	39	63	24	6	30	1	317	46	62	28	6	16	1	115	52	64	32	4	16	1
	1,022	39	64	23	6	26	1	385	46	60	30	7	17	1	127	50	63	31	5	17	1
	312	40	60	27	7	16	1	108	48	59	32	7	18	2	60	51	61	32	6	14	2
Post Office ...	69	44	58	28	8	13	2	25	47	58	32	7	9	1	7	53	59	39	4	8	2
	90	43	58	29	9	17	3	45	49	59	31	6	14	1	10	53	58	48	4	6	3
	52	43	59	31	9	14	4	20	49	57	34	7	10	5	9	52	59	43	4	6	2
War Office ...	30	39	61	28	8	12	5	2	52	53	50	9	10	8	2	46	53	39	8	9	6
	52	43	59	29	8	12	3	17	47	55	31	9	11	5	7	49	54	35	7	10	4
	16	47	60	30	9	16	6	6	45	55	32	10	15	6	3	44	55	37	6	9	3
National Assistance Board	8	45	55	40	3	4	2	14	49	57	40	9	16	2	3	56	63	51	14	16	10
	50	45	60	29	4	8	2	11	49	58	41	13	17	3	2	50	50	49	10	17	4
	39	41	54	30	5	11	4	6	45	52	41	11	18	4	6	54	57	52	10	14	5

*In most cases the figures in this column indicate the actual time spent between appointment to the grade of E.O. and promotion to the grade of H.E.O. They do not, therefore, show "notional" seniority awarded, e.g. to officers who received no promotion during their service with H.M. Forces but who were credited with additional years seniority when being considered for promotion after their return to duty. Nor do they show, in all instances of higher clerical officers assimilated to the grade of E.O. before promotion to H.E.O., the seniority from date of entry to the grade of H.C.O. upon which the promotion was based.

SCIENTIFIC OFFICER CLASS—PROMOTIONS

	S.S.O. to P.S.O.							P.S.O. to S.P.S.O.						S.P.S.O. to D.C.S.O.								
	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	
Whole Service ...	1950	112	36	47	29	4	16	1	53	40	54	32	3	6	1	24	47	60	38	3	5	1
	1951	137	37	54	30	4	7	1	53	43	56	31	4	9	1	24	45	61	34	4	6	1
	1952	131	35	57	28	4	13	1	51	42	60	34	5	9	1	11	44	62	38	4	6	3
Department of Scientific and Industrial Research	1950	23	37	40	30	4	4	3	8	43	51	36	4	4	2	1	57	—	—	11	—	—
	1951	24	37	52	32	4	6	2	6	42	55	31	4	5	1	1	37	—	—	5	—	—
	1952	9	35	43	28	4	6	1	10	44	60	34	4	6	2	1	38	—	—	7	—	—
Ministry of Supply	1950	62	35	45	29	4	5	2	31	39	54	32	3	4	1	19	46	57	38	3	4	1
	1951	72	36	52	30	4	6	1	35	42	55	31	4	5	1	15	44	61	34	4	5	3
	1952	87	34	47	29	4	7	1	25	40	50	35	5	6	1	7	42	50	38	5	6	3
Government Chemist	1950	1	45	—	—	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	1951	2	45	...	...	5	...	...	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	1952	1	50	—	—	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

EXPERIMENTAL OFFICER CLASS—PROMOTIONS

	A.E.O. to E.O.							E.O. to S.E.O.						
	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority
Whole Service	169	30	51	22	3	5	1	84	41	61	33	4	8	2
	252	29	61	25	4	6	1	135	41	56	34	5	9	1
	234	30	54	25	4	8	1	102	40	61	33	5	10	1
D.S.I.R. ...	28	30	51	26	3	4	2	14	41	59	34	4	7	4
	38	31	52	26	4	5	1	13	41	48	36	5	5	5
	41	29	45	26	4	6	2	10	41	46	36	6	6	5
Ministry of Supply.	72	30	45	25	3	5	1	45	39	56	33	4	5	1
	96	31	52	26	3	6	1	61	39	56	34	4	6	1
	116	29	38	26	4	6	1	49	40	60	34	5	7	1
Government Chemist.	10	30	34	26	4	4	3	—	—	—	—	—	—	—
	4	28	30	26	3	4	2	—	—	—	—	—	—	—
	4	28	30	26	4	5	3	—	—	—	—	—	—	—
Post Office ...	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	1	37	...	...	3	...	...	3	39	41	37	4	5	3
	3	28	29	27	3	5	2	—	—	—	—	—	—	—

ARCHITECTS—PROMOTIONS

	Basic to main grade							Main to senior grade							Senior to superintending grade						
	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority	Number	Average age	Highest age	Lowest age	Average seniority	Highest seniority	Lowest seniority
Whole Service	11	42	52	37	3	5	1	5	38	42	35	5	9	2	3	45	47	42	9	9	8
	12	39	53	27	3	6	1	5	45	52	38	5	10	2	7	40	44	38	5	8	1
	6	40	42	38	5	11	1	3	42	44	41	6	10	3	2	42	43	40	8	8	8
Ministry of Works	8	43	52	38	4	5	2	2	37	39	36	9	9	8	3	45	47	42	9	9	8
	6	42	52	36	5	6	3	2	40	42	38	7	10	3	4	41	44	38	6	8	4
	3	41	42	39	7	11	4	2	42	42	41	7	10	3	1	40	...	...	8	...	...
War Office	2	39	41	37	1	1	1	1	38	...	...	1	...	...	—	—	—	—	—	—	—
	2	44	44	44	2	2	2	1	41	...	...	2	...	...	—	—	...	...	—	...	...
	1	38	...	...	1	...	...	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Health, Scotland.	—	—	—	—	—	—	—	1	35	...	...	2	...	...	—	—	—	—	—	—	—
	—	—	—	—	—	—	—	1	52	...	...	5	...	...	2	40	41	39	4	4	4
	2	40	40	39	5	6	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—

WORKS GROUP—MECHANICAL AND ELECTRICAL ENGINEERS—PROMOTIONS

	Basic to main grade							Main to senior grade							Senior to superintending grade						
	Number	Average age	Highest age	Lowest age	Average age	Lowest age	seniority	Number	Average age	Highest age	Lowest age	seniority	Average age	Highest age	Lowest age	seniority	Number	Average age	Highest age	Lowest age	seniority
Whole Service 1950-52 inc.			Not available										Not available								
Ministry of Works.	7	37	45	31	3	5	1	4	37	39	37	3	4	1	2	40	43	37	5	5	4
Ministry of Supply.	54	35	45	30	2	4	0-25	9	41	53	34	3	5	2	2	37	38	36	2	4	1
Post Office ... 1950-52 inc.	92	43	58	29	8	15	2	23	42	49	36	10	15	5	12	46	49	43	8	14	4

GENERAL EXECUTIVE CLASS—SALARY SCALES

Note by the Society of Civil Servants

(Question No. 1233)

The Society of Civil Servants undertook to submit a further memorandum setting out the figures of salary scales which, following its submission on principles and relativities, the Society would propose for the grades of the general executive class.

With the full concurrence of the other staff organisations associated with us we now submit the following in respect of the London scales for men:

Grade	Present scale (basic)	Present scale plus E.D.A. at 8 per cent.	Proposed scale
Executive officer ...	Age	£ s.	£
	18	290 × 30	313 10
	19	320	344 10
	20	350	378 6
	21	380	410 5
	22	410	443 2
	23	440	475 1
	24	470 × 25	507 18
	25	495	534 17
		520	561 15
		545	588 14
		570	615 12
		595	642 10
		620	669 9
		645	696 7
		670	723 6
		695	749 4
		720	778 2
		745	805
		770 × 30	831 18
		800	863 17
Higher executive officer	830	896 14	960 × 40
	860	928 13	1,000
	890	961 10	1,040
	925	999 8	1,080
	960	1,037 6	1,120
	995	1,074 4	1,160
Senior executive officer	1,030	1,112 2	1,250 × 50
	1,070	1,155 18	1,300
	1,110	1,198 16	1,350
	1,150	1,241 14	1,400
	1,190	1,285 10	1,450 × 75
	1,230	1,328 8	1,525
Chief executive officer...	1,260	1,361 6	1,575 × 75
	1,310	1,415 2	1,650
	1,360	1,468 19	1,725
	1,410	1,522 16	1,800
	1,460	1,576 16	1,900
	1,510	1,620	
Senior chief executive officer	1,510	1,620	
	1,560	1,620	
	1,610	1,620	
	1,660	1,660	Fixed £2,200

Grade	Present scale (basic)	Present scale plus E.D.A. at 8 per cent.	Proposed scale
Principal executive officer	£ 1,700 1,775 1,850 1,925 2,000 2,100	—	£ Fixed £2,600

It is desired to make it clear that the above proposals are subject to whatever conclusions the Commission may reach, in the light of other evidence as to the appropriate salary scales for the grades of the administrative class and to the Society's own submission as to the appropriate relationship which should exist between executive class and administrative class scales.

Furthermore, the Society wish to point out that the scales proposed do not take into account any increases which may be due on a cost of living basis as reflected by the rise in the index of wage rates during 1953 and 1954.

(10)

ECONOMIST INTELLIGENCE UNIT

Note by the Society of Civil Servants

(Questions 1236-9)

In their oral evidence the Society undertook to ask the Economist Intelligence Unit whether the Royal Commission could be given in confidence the full material on which paragraphs 152-163 of the Society's memorandum of evidence were based, and whether the Unit could explain the wide variation in certain of the figures quoted.

The Society discussed this with the Unit, who unfortunately came to the conclusion that their obligations towards the firms who co-operated in the investigation precluded their disclosing, either to the Society or even direct to the Royal Commission under seal of confidence, any additional information.

(11)

COLLECTIVE BARGAINING IN THE POST OFFICE

Note by the Post Office Engineering Union

(Questions 1262-1270)

1. In paragraphs 22 and 23 of our written evidence to the Royal Commission we emphasised the importance which we attached to collective bargaining, and we indicated that we had expressed concern about the attitude of mind which the Post Office appeared to bring to negotiations and which had resulted in every single major pay claim since 1948 being submitted to arbitration (details of which we gave in Appendix III). When, in January, 1954, we expressed this concern we said that it had been brought to a head by the treatment which the Post Office had accorded to our claims for the motor transport grades. We put before the Post Office, and in March, 1954, before the Postmaster General personally, our view that the claims which we had submitted to the Post Office on behalf of the motor transport grades merited at least an offer

to secure a settlement instead of the negative response which the Post Office had made during the negotiations which had continued since July, 1953. We asked the Postmaster General either to reconsider the matter so that an offer might be made, or to agree to some informal conciliation which might secure a settlement by agreement and so obviate yet another reference to the Arbitration Tribunal.

2. The Postmaster General did not feel able to take any action in response to our request, and accordingly the matter was referred to the Civil Service Arbitration Tribunal. At the time that our evidence was submitted to the Royal Commission, and at the time that the Union's representatives appeared as witnesses, we had not had any decision from the Arbitration Tribunal on the case. Finally, however, the Tribunal made an award—presumably on the basis of the cases submitted and the contentions about the application of the Tomlin formula in this field—of which the details are set out below:

Grade	London			Provinces		
	Old scale	New scale	Increase at each point on old scale	Old scale	New scale	Increase at each point on old scale
Mechanic A ...	s. d.	s.	s. d.	s. d.	s. d.	s. d.
	21 138	158*	20	21 133 6	153 6*	20
	22 140	162	22	22 135 6	157	21 6
	23 142	166	24	23 138	160 6	22 6
	24 144 6		21 6	24 140		20 6
	25 146 6		19 6	25 142		18 6
	149		17	144 6		16
	152		14	147 6		13
	155 6		10 6	151		9 6
	158 6		7 6	154 6		6
Mechanic-in-charge III and senior mechanic ...	162	181	19	156 6	175	18 6
	166		15	160 6		14 6
	169		12	163 6		11 6
	173		8	167 6		7 6
Mechanic-in-charge II ...	185	193	8	178 6	186	7 6

* Age pay abolished.

The Tribunal further awarded nearly 11 months backdating.

3. When it is recalled that the Post Office went before the Tribunal arguing that no change at all should be made in the scales of pay, the Union suggests that these negotiations and the Arbitration Tribunal's award abundantly confirm the view, which the Union has already expressed to the Royal Commission in paragraph 26 of its written evidence, that the Post Office has been far less forthcoming in negotiation than it could reasonably have been expected to be.

(12)

TECHNICAL QUALIFICATIONS FOR TECHNICAL OFFICERS

Note by the Post Office Engineering Union

(Questions 1361-1369)

1. The reorganisation of the engineering grades in 1946 was initiated by the Post Office who advanced two main reasons for it: (1) the removal of "a cumbersome system of allowances", and (2) the creation of a new grade of

technician (now technical officer) to carry out the more technically complex work which had come into being as a result of the development of telecommunications techniques.

2. The definition, which is still current, of the knowledge and ability required from technical officers, reads as follows:

"Technical Officers are officers fully qualified and competent to construct, install, demonstrate, test or maintain telecommunications equipment of a highly intricate character calling for a considerable degree of theoretical knowledge, officers employed on planning and estimating duties, or on responsible duties in connection with contractors' works. Technical Officers may, in addition to their technical duties, be called upon to supervise Technicians, or carry out duties normally proper to the Technician grades."*

3. In the course of the reorganisation the Post Office emphasised the need for adequate theoretical knowledge and made clear their intention that, as a long term policy, trainees should aspire to the Intermediate Grouped Course Certificate as the standard of entry to the technical officer grade. It was understood that this arrangement could not be put into effect immediately, as a period of time would be necessary for the acquisition of certificates particularly since, at the time the reorganisation discussions were taking place, the City and Guilds Institute had only just introduced this type of certificate. Accordingly the relevant Engineering Instruction was worded—and still remains—as follows:

"Youths and Technicians who show aptitude for the work will be selected for training in Technical Officer duties on the basis of their progress in technical studies. In the case of Youths, preference will be given to those who have obtained a City and Guilds of London Institute Intermediate Certificate in Telecommunications Engineering or its equivalent. Youths and Technicians will be advised when placed on training for Technical Officer duties, and will also be advised if they prove unsuitable and are taken off such training duties."

4. While no hard and fast rule on the subject of the Intermediate Grouped Course Certificate has emerged during the period since reorganisation, there is no doubt that the procedure outlined in the foregoing paragraph of the Engineering Instruction has been strictly enforced throughout the country, and, but for the general increase in the opportunities available to technically minded youths and adults in stable employment outside the Post Office, much greater progress would have been made towards the target which was quoted officially at reorganisation.

5. At their annual conference in 1951 the Post Office Engineering Union officially adopted the Post Office view that entrants to the technical officer grade should possess the Intermediate Grouped Course Certificate. Negotiations have continued since that time with a view to establishing that the possession of the certificate should be an essential prerequisite to entry to the technical officer grade.

6. The Post Office, however, has now changed its emphasis on this matter, and has proved averse to retaining the aim of making the certificate the standard of entry to the grade. It recognises, however, the need for a "leavening" of people on the grade with qualifications of this standard. The original Post Office intention was based on the belief—made clear in official and agreed documents at the time—that the development of telecommunications had made it necessary that those performing the work assigned to the technical officer grade should have "a considerable degree of theoretical knowledge" of the work they were doing, as well as practical ability to perform it. Since 1946 the work of the technical officer grade has grown not less complex but—as the Post Office themselves have quite explicitly agreed—more complex.

7. The Union feels that the Post Office attitude has been influenced by considerations of economy, and it is noteworthy that the importance of making the certificate the standard of entry to the technical officer grade has been called

* Engineering Instructions, Staff, Establishment E 0010, paragraph 1 (currently dated 3.3.53).

in question only since the Union has emphasised the argument of technical qualifications in putting a case for a clearly defined standard of entry to the grade, which they hope will establish a proper relativity with classes of "technicians" employed on similar work both inside and outside the Civil Service and ultimately produce enhanced pay.

8. The Union considers that the Intermediate Grouped Course Certificate should define the standard of entry to the technical officer grade, although it fully appreciates that this would not mean that every entrant to the grade—in the immediate future—would necessarily possess the qualification. In fact, it considers the requirement of certificate qualifications should be applied with the same gradualness as in the Treasury technical class structure. It is noteworthy that the proportion of technical officers holding the qualification, although still small, is growing perceptibly. The percentage of technical officers holding Intermediate Certificate, Ordinary National or higher qualifications was 9·2 in March, 1952, and 13·1 in December, 1953. (The percentage of those on the panel for promotion to technical officer who held such qualifications was, in the latter year, 16·9. In addition, many of those on the panel held lower certificate qualifications and were studying with the expectation of achieving the Intermediate Grouped Course Certificate before entering the technical officer grade. Thus, the likelihood is that the percentage of technical officers with the Intermediate Grouped Course Certificate qualification will continue to rise.)

9. In support of its view the Union submits the following considerations:

10. (a) For the proper performance of telecommunications work at the level of the present technical officer grade, theoretical understanding is essential. If jobs are performed merely on the basis of knowledge acquired by experience, there will be less flexibility in the use of members of the grade than is desirable.

11. (b) The Post Office recognition of the need for a leavening of technical officers with a level of theoretical knowledge above the average is apparently based on a recognition that at least some part of the work of the grade cannot be efficiently performed without this knowledge.

12. It is inevitable under the civil service system of grading that a particular grade shall cover a variety of jobs which may be regarded as of somewhat different degrees of complexity. When a grade has been set up to cover a range of work it is not the normal practice to set qualifications which are valued at different amounts according to the work to be undertaken within the general framework of the grade. It is perhaps significant that one reason given by the Post Office for the reorganisation was the abolition of what they termed "cumbersome and increasingly troublesome allowances". These allowances did in fact represent attempts to value work within grades. "The institution of a new technical grade at the workman level combined with supersession of the system of duty allowances, is considered to be the best way of meeting present needs".*

13. Also at the time of reorganisation it was suggested by the Post Office that the assistant engineers, whose duties include first line supervision of technical officers, should be expected to possess a Final Grouped Course Certificate, and that ultimately that certificate should form the minimum certificate qualification for entry to the grade. Incidentally, during the Union's discussions with the Post Office, the engineering department have expressed the view that those technical officers who possess the Intermediate Grouped Course Certificate should pass quickly through the grade and become assistant engineers, while their colleagues without this qualification would stagnate, at any rate, until towards the end of their service.

14. It follows from this that, in fact, the normal day to day complexities of the technical officer's work will, as always, be spread over the whole membership of the grade, and the need for a generally high level of theoretical knowledge will be required rather than a "leavening" of the Intermediate Grouped Course Certificate which, in any event, the Post Office regarded at reorganisation as an insufficient qualification for the grade above.

* Memorandum from the Post Office—Reorganisation of the skilled workmen grades in the engineering department.

15. (c) Telecommunications work is still developing very rapidly; new techniques and devices are regularly being introduced. When a new piece of equipment is introduced, or a new duty assigned, the technical officer grade is expected to produce individuals who can cope with it; and a technical officer will frequently be called upon to maintain equipment of varying ages, and therefore types, in one building. It can only be expected that the technical officer grade will be able to continue to produce these people if there is a generally high level on the grade of theoretical understanding of the work of the telecommunications as a whole.

16. (d) If the Post Office sets a technical standard for its technical officers which is lower than that of outside industry or of other parts of the Civil Service, it will determine for them a lower status, and will find that recruits of the standard which it requires prefer to make their careers elsewhere. Opportunities for youths of the calibre that the Post Office requires for the technical officer grade are now more ample than they were in the past.

17. (e) The Union's expectation is that if the level of technical qualification in the grade does fall and the Post Office nevertheless continues to select assistant engineers—i.e. the immediate supervisors of technical officers—very largely by reference to technical qualifications, the technical officers selected for advancement will be those with the best certificate qualifications. The Union will regard this as a most unfortunate state of affairs, since it attaches the highest importance—from the point of view of morale and confidence in the supervising staff—to individuals being selected for promotion on the basis of a broad assessment (which includes an estimate of their experience and personal qualities), and not merely of their paper qualifications. If technical qualifications are to play a part at all, the Union considers that it will produce a very much better organisation to set a definite technical standard at the technical officer level rather than to set a technical standard (a higher one) at the level of entry to the first supervisory grade.

18. The Union has from time to time in the past considered whether it would not be advisable for its members to direct their studies to the Ordinary and Higher National Certificates rather than the City and Guilds qualification. In particular, this would be a more useful qualification for an individual considering leaving the Service for outside employment. Hitherto, however, the Union has been swayed against this course by the fact that approved facilities for Ordinary and Higher National Certificates courses of study are not available to its members in the rural districts.

(13)

MEMORANDUM FROM THE UNION OF POST OFFICE WORKERS ON THE HULL CORPORATION TELEPHONE SERVICE

(Question No. 1624)

The Kingston-upon-Hull Corporation telephone service is provided by the municipality and came into being under an Act of 1899. Six municipalities made use of the powers given to them under this Act but five of the six surrendered their licences within a few years. The Corporation service has survived because of its close contact with the Post Office and the fact that it has the advantage of access to the national network. Telephone charges are lower than the Post Office rates but this is largely due to the fact that whilst the Corporation pays an annual royalty to the Post Office, it is not required to provide and maintain trunk lines and interconnection between Hull subscribers and the rest of the country. The royalty payment may, therefore, be regarded as a contribution to the general expenses incurred by the Post Office in developing national service.

The work of the Kingston-upon-Hull Corporation telephonist is confined to the connection of one Hull subscriber to another Hull subscriber. Records of installation etc. relating to such subscribers are maintained within the Corporation exchange. Where a Hull subscriber wishes a call which is outside the area controlled by the Hull Corporation he dials directly on to the Hull Post Office telephone exchange.

The work performed by the Corporation operators may be justifiably compared with a large private branch exchange where the switchboard operators are required to connect one extension to another extension on the internal network but when connection outside the private branch exchange is required, must contact the telephone exchange operator who is then responsible for the connection, supervision and charging of the call.

Despite the fact that the Hull Corporation operators are not required to cope with the complexity of Post Office exchange operating, involving as it does, local, toll and trunk call operating procedure, or with the wide range of duties in a Post Office exchange, they are employed by Hull Corporation on the same rates of pay and conditions of work as Post Office telephonists.

The recent award of the Civil Service Arbitration Tribunal increasing the pay of Post Office women telephonists was immediately followed by exactly the same scales of pay being introduced by the Kingston-upon-Hull Corporation who, in fact, began to pay the scales before detailed paying instructions had been cleared in the Post Office.

(14)

REGULATIONS GOVERNING THE POSTAL SERVICES

Note by the Union of Post Office Workers

(Question No. 1694)

The Union's evidence—paragraph 22

"At the local sorting office the proceeds of the collection are then checked by the postman to see that they bear postage stamps at the appropriate rate and conform with the appropriate regulations."

The Union undertook to supply information about "the appropriate regulations".

The limits of weight and size for letters, postcards, printed papers, newspapers, samples, parcels and articles for the use of the blind. For example, there is no limit of weight to a letter but there is an 8 oz. limit for samples. Items in the form of a roll have a different measurement limit from those in the form of a packet. The rates of charges are different and the postman is expected to observe on handling correspondence whether it is underpaid and to draw attention to any such item. The variety of charges, limits and weights is submitted herewith.

Then followed a list of charges and sizes of the various classes of correspondence.

It is the responsibility of the postman to detect where possible at the "facing" stage items which infringe the regulations or which are incorrectly posted. The following extract from the rules for postmen show the types of correspondence which must be selected and set aside for separate treatment because they are not proper to be handled in the general mail. As far as item 2 of this is concerned there are many varieties of express mail including that to go by hand and that to go by railway express.

Items described below should be set aside for appropriate special treatment.

- (i) Letters and packets marked for registration.
- (ii) Letters and packets marked "express".
- (iii) Letters and packets bearing postage meter franking impressions.
- (iv) Air mail letters and packets.
- (v) Letters thought to contain coin.

(vi) Unpaid letters, packets, etc.

(vii) Batches of circulars reproduced in imitation of typewriting.

(viii) Letters and packets bearing defaced or previously used stamps.

At most sorting offices stamp machines are in use for the cancelling of stamps on the correspondence. The machines can only take certain items and the following is a list of those which have to be specially extracted by the postman.

(i) Letters containing hard substances.

(ii) Bulky letters (i.e., more than $\frac{3}{8}$ " thick).

(iii) Extra large and very small letters.

(iv) Unpaid letters.

(v) Cancelled.

(vi) Letters and postcards with writing near the top.

(vii) Letters with stamp misplaced (i.e. in other than normal right hand top corner position).

(viii) All flimsy items.

(ix) Packets enclosed in wrappers.

Where stamping machines are in use, long letters suitable for machine stamping should be separately selected for the purpose.

A number of items are prohibited and if they escape the attention of the postman at the first handling as such they may well cause considerable embarrassment. The following is an extract from the Post Office guide which deals with these prohibitions.

The postman does not open correspondence to examine it, but is able to detect the items sometimes because they are insecurely sealed or packed, sometimes because they have characteristic appearance and sometimes by their feel.

Then followed the extract from the Post Office Guide.

(15)

ANALYSIS OF THE WORKING TIME OF POSTMEN

Note by the Union of Post Office Workers

(Question No. 1696)

The following analysis of the working time of postmen is taken from a Post Office statement submitted to the Civil Service Arbitration Tribunal in January 1954.

ANALYSIS OF WORKING TIME

The following table shows the approximate division of the time of postmen between the principal classes of work.

Work	Percentage
OUTDOOR	
Collection	6.4
Delivery (including telegrams)	44.0
Station, etc., services	4.6
	55.0
INDOOR	
Facing and stamping	3.6
Outward primary sorting... ..	5.7
Inward sorting	9.1
Preparation for delivery	11.8
Miscellaneous sorting office duties (e.g., portering)	5.5
Messenger duties	1.3
	37.0
MISCELLANEOUS	
Motor cleaning and garaging, coin collecting, etc.	5.5
Unoccupied intervals	2.5
	8.0

DUTIES OF POSTAL AND TELEGRAPH OFFICERS**Note by the Union of Post Office Workers**

(Question No. 1713)

The Union submits particulars of a number of offices, both large and small, in the provinces and in London. The Union does not offer comment on all of them but it does so on the following:—

TEWKESBURY, GLOS. At Tewkesbury there are four postal and telegraph officers whose hours of attendance are:—

1. 8.25–1.15 and 3.45–7.
2. 1–7.50.
3. 8.20–4.50.
4. 8.20–4.50.

Duties 1 and 2 rotate daily and all duties rotate weekly. That is to say that a postal and telegraph officer on completion of duty 4 will then go to duty 1 and then rotate daily for two weeks before going on to duty 3.

On duty 1 every class of Post Office business is covered in a single day. In the course of 24 working days on only two occasions does the duty finish earlier than 4.50 p.m. From the time the office opens at 8.30 until 1.15 the officer is engaged on the following classes of work:—money orders, postal orders, inland revenue, pensions and allowances, savings, national savings certificates, allowances, parcels and telephone accounts. When he returns to the office for the second portion of his duty he sells stamps, issues and pays postal orders, accepts registered letters and parcels. On Saturdays there is no break in his duty; he is on counter duty from the time the office opens at 8.30 until it closes at 7, and covers every class of work.

32, VICTORIA STREET, LONDON. The accompanying chart shows that all 14 postal and telegraph officers rotate on the whole range of duties. The postal and telegraph officer commences with duty 1, will have two weeks on money orders, etc., five on banking, etc., one on general duties and six weeks on stamp duties.

GT. PORTLAND STREET, W.1. We believe this to be the largest counter establishment in London. It takes almost six months to cover the complete rotation. Overtime or pressure work does, of course, mean that an officer may pass from one duty to another over that made vacant during the course of a day.

LAMBETH B.O. This is a typical small London branch office, where in addition to the seven postal and telegraph officers a telegraphist is employed. It will be noticed that the seven week rotation includes a duty in which 24 hours telegraphy is performed.

SOUTH KENSINGTON. This is a smaller London branch office with no telegraphy duty. The six postal and telegraph officers rotate over the complete range and it will be seen from duty 3 that this officer is called upon to assist on any duty in that one day.

NEWCASTLE-ON-TYNE. The Newcastle-on-Tyne rotation shows that the postal and telegraph officers rotate on 20 duties including two away from the office at the Quay-side branch office.

KILMARNOCK. This office has 21 postal and telegraph officers. Seven are employed on writing duties for four years. The remaining 14 are employed on counter duties and as reserves for both counter and writing duties, and also to cover absences of the one telegraphist employed at the office.

CROYDON. There are two groups of rotations in this office, each has 12 duties plus five reserves.

A reserve in the first group may be required to cover a vacancy in either group, he may also cover a vacancy on writing duties, he may also cover vacancies in other local offices. The second group does not include officers on reserve for writing duties but in other respects the same reserve commitments are undertaken.

REMITTANCE WORKING

The Union submits a summary of the amount of cash, etc., handled by one officer on the remittance duty in the South Western district office and one in the South Eastern district office. The cash, cheques, and national savings stamps received from scale payment sub offices are first counted and then, later in the day, the cash required for the transaction of business at these offices is despatched. This summary shows the actual amount handled by a postal and telegraph officer in the course of a week on this work. In the provinces the remittance duties also cover the despatch of stamps and postal orders where the sum involved frequently exceeds £5,000 a day.

RELIEF STAFF WORKING

The staffing positions on public counters cannot be left vacant and there are various practices for covering annual leave and sick leave absence. In some offices the number of counter duties is sufficient to carry a reserve. In others a postal and telegraph officer will be taken off writing duties and sent to the counter to cover any duty especially in an emergency. In London it is the most economic way from the staffing point of view to have a floating reserve staff in each district and the Union attaches particulars of movements of individual members of the reserve staff. The movements are typical of those constantly taking place. Members of the reserve staff are fairly junior in service and not yet assigned to a particular office. They usually perform this type of work for about three years and there is no monetary allowance for it. Not only are varying types of work covered but varying types of offices are concerned; if for example one looks at the South Western district statement it will be seen that duty is performed at the South Western district office near Victoria Street for one day. This office deals with a business community. On the 21st and 22nd the same officer moved to Regent Street where he would be dealing with commercial firms, shoppers and provincial visitors passing by, and at the end of the week he moved to Brixton, a suburban residential neighbourhood. He has therefore to be prepared to deal with not only the varying class of business but with members of the public specialising in a particular service. The statement supplied by the East Central district is a further illustration of this point. The business people who use Hatton Garden B.O. will frequently deal in insured box transactions requiring on the part of the postal and telegraph officer an intimate knowledge of that section of the regulations. At the London chief office he will meet with every possible type of business including rush postings because of the later mail times at the London chief office than elsewhere. At Gracechurch Street he will be in the shipping locality probably dealing with enquiries about ships telegrams and radio telegrams to ships at sea. At Throgmorton Avenue there will be enquiries about documents used by stock-brokers' firms and at Gresham House he will deal with all round business. He has therefore to be not only adaptable but to be practically a specialist on different subjects from day to day.

The example from Newcastle-on-Tyne shows the actual duties performed by one postal and telegraph officer at Newcastle-on-Tyne in the past 14 weeks. Mr. Graham is 23 years of age and was appointed postal and telegraph officer on the 25th March, 1951. He is a comparatively junior officer not yet having been accommodated in the head office duty rotation. It will be seen that during these 14 weeks he had 7 changes of office, with the longest period of 6 weeks in one office and that he performed every type of duty.

WRITING DUTIES

The Union submits the following statement showing the duties covered in a five year spell of writing duties at Sheffield. The statement was made in 1951 by a postal and telegraph officer at Sheffield who completed his five years term of writing duties and returned to the counter in 1952. The circumstances would, however, be very much the same today.

" SHEFFIELD

Herewith a list of duties performed by me since 1946. There are less than ten duties in the full range of P. & T.O. duties at the Sheffield head post office which I have not performed, having in fact worked on approximately sixty different duties during the period in question.

COUNTER DUTIES. Head office and branch office. All duties including general disbursement of cash, stock, etc.

ACCOUNTS. All cash, stock and stamp remittance duties. Business reply service ; meter posting duty, etc.

CHIEF SUPERINTENDENT'S OFFICE. Mail work, all aspects circulation ; maintenance of all despatch, arrival, distribution records, etc. Preparation of major irregularities for S.O. staff. Maintenance of posted items, machine sheets, motor vehicle employment charts, petrol, mileage returns. Telephone kiosk coin collecting organising, etc. Returned letter branch.

STORES. Preparation of various stores records and requisitions. Despatch and receipt of all stores.

SURVEY BRANCH. All aspects. Scale payment revisions. Scale payment check of accounts and surveys. Establishment of letter boxes, stamp machines, stamp licences. Riding work report. Central correspondence registry. Non-technical maintenance of telephone kiosks. Appointment of sub postmasters, caretaker operators, etc.

STAFF BRANCH. Recruitment ; appointment ; staff records ; sickness ; vacancies ; casual employment at sub offices, etc.

WAGES BRANCH. Preparation of all grades' wages and salary sheets, payment of same, income tax, deductions from pay. Preparation of expenditure records. Reconciliation of overtime, etc.

ENQUIRY OFFICE. Public complaints, delay, damage, compensation, etc.

SPECIAL WORK. Several wages and salaries pay award schedules. In charge of post offices at exhibitions, conferences, etc."

In small offices such as Colne, Lancashire, there are only two writing duties and the two officers have to cover every aspect of writing work.

Then followed particulars of reserve staff movements in the South West and East Central districts of the London Postal Region ; particulars of the movements of one postal and telegraph officer at Newcastle-on-Tyne ; duty charts for Tewkesbury, Great Portland Street branch office, London, W.1, Lambeth branch office, London, S.E.1, Victoria Street (32) branch office, London, S.W.1, Woolwich branch office, London, S.E.18, Throgmorton Avenue branch office, London, E.C.2, Parliament Street branch office, London, S.W.1, Brixton branch office, London, S.W.2, South Kensington branch office, London, S.W.7, Hammersmith branch office, London, W.6, Kilburn branch office, Cardiff, Croydon, Blaydon, Newcastle-on-Tyne and Newcastle-on-Tyne head office ; and an analysis of cash handled on a remittance duty at South Eastern district office and South Western district office.

PART II

(17)

ARBITRATION MACHINERY FOR HIGHER GRADES

Submission by the Staff Side of the Civil Service National Whitley Council

1. The purpose of this memorandum is to draw attention to the absence of any regularised arrangements for submitting to arbitration questions affecting the pay of higher grade civil servants and to make proposals for removing this defect in civil service arbitration machinery.

2. The conditions under which claims relating to the pay and conditions of service of civil servants may be referred to arbitration are set out in the Civil Service Arbitration Agreement of 1925. This Agreement has been modified in various respects subsequently but in essence remains unchanged though its scope has been somewhat extended. Though it has some shortcomings (apart from that to which this memorandum is directed), it forms an invaluable and indispensable adjunct to normal Whitley machinery.

3. It provides for arbitration on claims affecting the emoluments, weekly hours of work, and leave, of classes of civil servants as defined in the Agreement. Cases of individual officers are excluded. "Emoluments" for the purposes of the Agreement include pay, allowances of the nature of pay, bonus, overtime rates, subsistence rates, and travelling and lodging allowances; a "class" means any well defined category of civil servants who, for the purposes of a particular claim, occupy the same position or have a common interest in the claim.

4. The Agreement excludes claims in respect of classes above a specified salary limit but provides that such claims may be submitted to arbitration with the consent of both parties. The original salary limit has been modified from time to time to take account of the revision of salary scales resulting from the changed value of money. At present it excludes claims in respect of grades having flat rate salaries above £1,450 a year or salary scales which have both a maximum above £1,450 a year and a minimum above £1,200 a year. When the limit was revised in 1947 upon the introduction of post-war consolidated salary scales the Staff Side's acceptance of the new figure was subject to the following understandings, viz. :—

- (i) that it could be looked at again in the light of any changes in the executive class salary structure at this level which might result from the claim then before the Treasury;
- (ii) that it would be the disposition of the Treasury to agree to voluntary arbitration above the limit wherever they could; and
- (iii) that they would especially be so disposed on any occasion where arbitration proceedings in respect of grades below the limit would be hampered, for the parties or for the Tribunal, unless a closely associated grade above the limit were also within the scope of the proceedings.

The Staff Side believed at the time that these understandings would meet the grievance which had been felt increasingly at the disabilities resulting from the rigid drawing of the limit on a salary basis. Their hopes have, however, not been realised as the Treasury have repeatedly raised objection to the submission of claims in respect of grades not specifically covered by the Arbitration Agreement, the most recent example being their refusal to allow the assistant secretary grade to be included in the pay claim by the Association of First Division Civil Servants which came before the Tribunal in December, 1953. The principal and assistant secretary grades have always had closely linked salary scales and together form the normal career expectation of the administrative class. The Treasury were, however, adamant in their refusal to allow the Association's claim to cover both grades. This seemed to the Association, and also to the National Staff Side, to be completely out of keeping with the spirit of the understandings reached in 1947.

5. There have been a number of other cases in which the Treasury attitude has seemed to the staff to be unreasonable. Examples can be given if the Commission wish but the Staff Side do not wish to pursue the controversy which has arisen on particular cases. What they hope is that the solution they offer for this problem will commend itself to the Commission and remove any cause for difficulty between the Official and Staff Sides in the future.

6. At the time when the Arbitration Agreement was made in 1925 it undoubtedly represented a major advance in arbitration machinery and seemed to the Staff Side adequate to meet all foreseeable contingencies. There did not then appear to be any need for arbitration machinery above the salary level specified in the Agreement and there was no indication of the emergence of two new factors which were to produce a changed attitude towards the whole question of arbitration at higher salary levels. The first has, of course, been the steady decline in money values which necessitates reconsideration at much shorter intervals of standards of remuneration generally, including those of the higher grades. The second is the change in the general conception of the place of arbitration machinery for those on high levels of remuneration.

It is the Staff Side's submission that the Treasury have not taken due account of either of these factors in deciding their attitude towards arbitration for the higher grades.

7. In considering what would now be appropriate in the Civil Service it is profitable to survey practice in other fields where during the post-war period there have been a number of notable developments in regard to arbitration at higher levels.

8. One outstanding example of outside practice was the use of arbitration in the negotiations with the Ministry of Health in the setting up of the National Health Service, and subsequently, in dealing with changes in the remuneration of general medical practitioners. This resulted from the insistence of the British Medical Association, which has exerted its powers to invoke arbitration in the interests of its members on all suitable occasions.

9. In the most recent case between the British Medical Association and the Ministry of Health, Mr. Justice Danckwerts was appointed as a single arbitrator to decide the amount of the pool fund to be made available for general medical practitioners.

10. In the local government field, a significant step was taken in 1953 by the Minister of Housing and Local Government, who, when consulted by the London County Council about a dispute on the salaries of the highest officers of the London County Council, advised the Council to agree to arbitration and suggested the appointment of the Chairman of the Civil Service Arbitration Tribunal as the arbitrator. The Minister's advice was accepted.

11. In the local government field, too, arrangements have been made for negotiations on the salaries of town clerks and, in appropriate circumstances, for arbitration on the application of agreed salary scales in particular authorities.

12. In the case of both the British Medical Association and the London County Council a single arbitrator was appointed. It seems to the National Staff Side not to be a matter of great importance whether one or more people have been appointed as arbitrators in any particular case. It is the fact of arbitration that is important and the acceptability to the parties of the body or the individual agreed upon as the arbitrator.

13. Within the Civil Service in the post-war period there have been some notable developments. When the Association of First Division Civil Servants and the Institution of Professional Civil Servants put forward proposals for changes in the salaries of the higher Civil Service fairly soon after the end of the war, the Government decided to appoint an independent advisory body under the chairmanship of Lord Chorley (the Chorley Committee). This was in the nature of arbitration although there was no consultation between the Official and Staff Sides about the make up of the Committee. It was clear, however, to both Sides that the appointment of an advisory body of this kind was the right way of dealing with the issue.

14. After the Chorley Committee had issued its Report and this had been accepted by the Government, there was a dispute between the Association of First Division Civil Servants and the Treasury about the application of the principles in the Chorley Report to salaries below the £2,000 level. After discussion the Treasury agreed to call together the available members of the Chorley Committee to consider this matter and to make further recommendations. This also was a form of arbitration.

15. Apart from this dispute there was another about the application of the Chorley proposals to grades other than the administrative class. Despite prolonged negotiations it was not possible to reach agreement with the Treasury, and after discussion it was agreed between the parties that Sir Alexander Gray should be invited to consider the points of view of both sides and to make recommendations to the Chancellor of the Exchequer. This was a fairly straightforward case of one man arbitration in which the name of the arbitrator was considered by, and was agreeable to, both sides, so that Sir Alexander Gray's decision, when he reached it, was bound to be accepted by the two sides.

16. In the directorate of electrical engineering in the Admiralty there was a dispute for some years about the salary scales appropriate to the higher grades in the directorate as from the 1st January, 1946. There seemed to be no possibility of reaching an agreement and the First Lord of the Admiralty invited Sir Thomas Gardiner, assisted by two assessors, to consider the views of the various parties concerned and to advise Ministers on a proper settlement. The Admiralty made it quite clear that this was not intended as arbitration and that all that was happening was that Sir Thomas Gardiner and his colleagues were to be invited to make necessary enquiries in order to advise the First Lord. The staff association concerned, the Institution of Professional Civil Servants, was duly notified and at Sir Thomas Gardiner's invitation gave evidence. The Institution was not given a copy of Sir Thomas Gardiner's Report but was told that his conclusions were of a certain order, that these had been accepted, and that the consequent decisions were embodied in a subsequent salary proposal from the Admiralty to the Institution. It seems to the National Staff Side that this, though an unsatisfactory procedure, was none the less a form of arbitration, and therefore to be welcomed.

17. The growth in the number and frequency of disputes between staff associations and the Treasury about the salaries of the higher grades and the variety of procedures used to resolve them show, in the opinion of the National Staff Side, that there is now a real need to devise permanent and authoritative machinery to provide a readily available form of arbitration. If, as they hope, the Commission share that view they will wish to consider in what manner the need can best be met.

18. Taking the most extreme example, it is inconceivable that the Association of First Division Civil Servants should take a claim in respect of permanent secretaries of Departments to the present Civil Service Arbitration Tribunal and argue that case through its normal courses. Such an arrangement would be unbecoming. It is the National Staff Side's view that what is necessary is an independent body competent to advise the Government on matters such as this after considering relevant submissions and to express a view which would be authoritative in the eyes of the Government.

19. It would then be necessary to determine the line between cases appropriate to the Civil Service Arbitration Tribunal and those appropriate to the proposed advisory committee.

20. It is the National Staff Side's view that it is simplest to fix the dividing line in relation to a grade rather than a salary point and it suggests that the administrative class assistant secretary grade should be taken as the dividing line because the assistant secretary grade is the career grade for the administrative class. In dealing with grades above this level the new machinery, whatever it may be, should be used.

21. The National Staff Side have considered two possibilities. They are:—

- (a) the appointment of an individual arbitrator. It is easier to secure one individual than a number. It is felt, however, that this is probably more appropriate to arbitration on a specific point rather than a general question of organisation.
- (b) the appointment of a standing committee. By this is not meant a committee in permanent session, but rather a committee appointed at specified intervals, and available to be convened when any of the parties to the arrangement desired to submit matters for examination.

22. Such a committee should be composed of three persons of standing—such persons as have been selected in the past as Chairmen of Royal Commissions on the Civil Service, e.g., Law Lords, Vice Chancellors of universities, or other persons of considerable public standing with a long record of public service, but not, it is suggested, a civil servant. The Committee should be appointed at, say three yearly intervals by the Chancellor of the Exchequer after agreement between the parties. It should be available on the call of any of the parties to the arrangement and officered by the Treasury in the normal way.

23. The National Staff Side attach considerable importance to the making of appointments after agreement between the two parties. When the Chorley Committee was set up the decision was made entirely by the Chancellor. There was no dissent from the appointments and the arrangement worked reasonably smoothly. It is, however, a matter for criticism that a committee of this kind should be appointed without consultation as it is obviously most important that the report should be accepted without question by the parties. An example of the unfortunate situation which can arise if this course is not followed may be found in the appointment by the Chancellor of the Exchequer of the Howitt Committee to consider the medical Civil Service. In direct conflict with the views of the Institution of Professional Civil Servants, the organisation representing the interests concerned, the Chancellor decided upon a committee and appointed persons not wholly acceptable to the Institution. The report of this committee was condemned not only by the Institution, but by organisations outside the Civil Service. Indeed, it could be said that the report was condemned by the whole of the medical profession. This is a very serious situation and not one which either the National Staff Side or the Official Side can wish to see repeated. Agreement upon the personnel of an advisory committee in matters of this kind is an indispensable feature of satisfactory conciliation machinery.

24. The National Staff Side trust that the Commission will recommend that machinery for arbitration on the pay of higher grades should be established and that it should take the form suggested in this submission.

(18)

HOURS AND LEAVE

Note by the Staff Side of the Civil Service National Whitley Council

1. By courtesy of the Treasury and with the kind permission of the Royal Commission the Staff Side have been afforded a preview of the Treasury's proposals on civil service hours and leave which are to be the subject of oral evidence on November 8-9.

2. The Staff Side's views on this question have already been submitted to the Royal Commission in memorandum form and were supplemented by oral evidence on April 26th. After careful study of the Treasury views the Staff Side see no reason to modify their own in any respects. They feel, however, that they ought to offer some comments on the Treasury proposals in view of the very great

importance of reaching a satisfactory settlement of this problem. They hope these comments will be helpful to the Commission in forming a sound judgment on the issues involved.

3. The Commission are aware of the facts about the Government's pledge to restore pre-war hours and leave and will be in no doubt about the strong feeling which has been aroused in the Civil Service by the continued deferment of action either to redeem the pledge or to introduce revised arrangements which the staff could regard as a satisfactory discharge of the obligations imposed by it. They will realise that serious damage would be done to morale at all levels of the Service by the introduction, without the agreement of the staff, of changes which went beyond a reasonable re-casting of pre-war arrangements in a form more appropriate to post-war conditions. If the old arrangements were superseded by appreciably worse ones as the result of a recommendation by the Royal Commission, implemented by administrative action in face of strong staff opposition, it would be a serious blow to the confidence which the Service now has in its well tried system of collective bargaining. From every point of view, therefore, it is of the utmost importance that any new long term arrangements should be seen to represent a fair and reasonable settlement of the obligation imposed upon the Government by the pledge to restore pre-war hours and leave. It can easily be shown that the Official Side's current proposals fall short of satisfying that test.

4. The offer made by the Official Side in 1949 for a long term settlement in liquidation of the pledge was re-examined by the Staff Side in 1950 to see how near it came, in terms of man-hours per week over the Service as a whole, to equivalence to the results of straightforward restoration of pre-war practices. The various elements—weekly hours; the 10½ day fortnight; the counting of Saturday leave, within limits, as only half a day, and the extended meal breaks—were properly weighted and brought into the reckoning, and allowance was also made for the proposed reductions of leave (beyond those consequential on the introduction of the 10½ day fortnight) in the 48 and 36 day cases and for people under 25 years of age. In the result it was found that approximate equivalence would have been achieved, and the Official Side, after checking the Staff Side's calculations, did not dissent from this conclusion. If, now, in circumstances not materially different from those of 1949, the Treasury propose conditions which, judged on an all-Service basis, are appreciably less favourable in respect of both hours and leave than those which, not hastily but after much thought and discussion with the Staff Side, they offered then, it follows that they are seeking the Commission's approval for a settlement which they know, and the Commission will know, would fall a good deal short of an honourable discharge of their obligation under the pledge.

5. The 1949 negotiations were abortive, not because the Treasury's proposals were unacceptable to the whole Service, but because the support for them, as revealed by votes at the annual conferences of the constituent associations of the Staff Side, was not sufficient to command the requisite majority (roughly two thirds) for a major policy decision under the Staff Side's Standing Orders. Nor has reconsideration of them at intervals subsequently resulted in any great swing in their favour. But they were known by the Treasury to be acceptable to large elements in the Service and the Staff Side could have understood their being put before the Commission as the basis of a settlement. What the Staff Side cannot understand is the submission to the Commission of proposals which manifestly fall short of the Treasury's own assessment in 1949 of what constituted an honourable fulfilment of the Government's commitment under the pledge.

6. It might have been regarded as some justification for the Treasury's attitude if it could be shown that there had been a trend towards longer hours and shorter leave in outside employment since 1949. So far as the Staff Side are aware there has been no such trend. On the contrary, outside arrangements have in many cases improved from the staff standpoint since that time. Nor does the present economic condition of the country justify a more stringent view than in 1949 of what the long term hours and leave arrangements in the Civil Service should be.

7. In paragraph 28 of their memorandum the Treasury say:—

“It is not necessary that hours, leave and overtime should—any more than the superannuation system—be precisely aligned to outside practice, but it would be both inconvenient and unreasonable that there should be any very glaring disparity of standards.”

The Staff Side do not think the Treasury proposals conform to this doctrine. There are many respects in which the Civil Service cannot, to its great disadvantage, be “precisely aligned to outside practice”. It suffers a far greater degree of mobility; it enjoys none of the perquisites which have steadily become an increasing feature of outside employment; and in leisure hours its grades from the clerical class upwards suffer restrictions on their activities because of the special position of civil servants in public and political life. Against this it may be said to enjoy favourable superannuation arrangements but even in this respect the leeway between conditions in the Service and outside employment has been largely made good. If, therefore, civil servants enjoy some advantage in the matter of leave, this may be regarded as a benefit which is more than offset by the advantages of a different character enjoyed in many outside employments. It would be unreasonable to “align the Service precisely with outside practice” in the matter of leave and ignore the numerous respects in which the civil servant is worse off both financially and socially than his counterpart in industry. It would indeed be a short-sighted policy to reduce still further any modest amenities in conditions of service which continue to offer inducements to able men and women to take up a civil service career in face of the countervailing attractions of service in industry and commerce.

8. In paragraph 8 (e) of their memorandum the Treasury suggest “a simple formula” for calculating leave, related to a combination of salary scale and length of service. They also table specific proposals on this basis.

The Staff Side are, of course, for the reasons set out above, wholly opposed to the proposals.

As regards the “formula”, it seems clear, contrary to what might have been inferred from paragraph 50 of their first memorandum of evidence, that the Treasury are not contemplating a direct relationship between leave and *actual pay*, taking into account length of service. The salary criterion they suggest is *maxima of scales* which seems to the Staff Side to be only another way of expressing the status factor. The present criteria for determining leave are somewhat indefinite but status is the prime factor and account is taken of pay and length of service. The Treasury propose to make length of service a universal feature.

9. The Staff Side think it important to observe that with so many young people being recruited to the Civil Service away from their home towns it would provide a further deterrent to recruitment if the reduced entitlements proposed by the Treasury were introduced. For example, as the Civil Service Commission have already stressed in their evidence to the Royal Commission, it has become increasingly difficult to attract school leavers at the clerical level in the requisite numbers.

10. In paragraph 9 of their memorandum the Treasury state that the hours proposed both in London and the provinces are “reasonable by comparison with comparable staff outside”. The Staff Side in paragraph 17 of their memorandum cited examples of large scale comparable employments in which there was parity of hours between London and the provinces. They suggest that no evidence has yet been produced to show that differential hours are worked *under the same employer* in large scale undertakings and contend that on this test, which is the true test of comparability, there is no case for differential hours in the Civil Service.

11. The Staff Side trust that these comments will be helpful to the Royal Commission in reaching a conclusion on the hours and leave question which will provide the basis for a negotiated settlement. The Commission will be in no doubt that the proposals now put forward by the Treasury do not offer such a basis, are completely incompatible with the undertaking given under the wartime pledge, and could only be imposed by administrative act upon a bitterly resentful Service.